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ABSTRACT

This 7-chapter report reviews unemployment among migrant and refugee youth in Australia, examines the employment and training programs that exist for this population, identifies unmet needs, and suggests programs or services to meet those needs. An overview of the labor market programs and services available is contained in Chapter 2. Chapters 1 and 3 examine the extent of unemployment among overseas-born youth and explore the factors which influence their prospects in comparison with Australian born youth. Chapters 4 and 5 present evidence of program utilization by migrant youth. Chapter 6 examines the suitability of programs for overcoming the disadvantages of immigrant youth in seeking employment. The recommendations in the report's final chapter hinge on increasing migrant youths' utilization of resources, and involve four broad levels of improvement: (1) adjustments to the eligibility provisions for programs; (2) attention to procedures in program administration so as to assist those in greatest need; (3) adjustments to programs in order to enhance their suitability for a specific group; and (4) changes in the coordination and evaluation of programs and services. Appendices include program summaries, an overview of education and programs, and statistical information relating to the methodology and findings of the review. (CG)

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REDUCING THE RISK

Unemployed Migrant [illegible]

REPORT

UD 024 694

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REDUCING THE RISK

Unemployed Migrant Youth and Labour Market Programs

REPORT

March 1985

Australian Institute of Multicultural Affairs

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of the
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25 March 1985
83/6/1205f

The Hon. C Hurford
Minister for Immigration and Ethnic Affairs
Parliament House
CANBERRA ACT 2600

Dear Minister

On 22 November 1982, the Institute was requested, in accordance with sections 17 and 18 of the Australian Institute of Multicultural Affairs Act 1979, to review the range of Commonwealth employment and training programs and CES services in terms of their availability and suitability to young migrant and refugee job-seekers.

The process of review has identified key factors inhibiting the access to assistance of overseas-born youth, and the inadequacy of programs and services in meeting their needs. We have made a range of recommendations designed to reach and assist more effectively those young people most disadvantaged in the labour market.

The great difficulties faced by many young people in a period of generally high unemployment has been a matter of community concern for some time. It is, rightly, a subject demanding even more intense attention in this International Youth Year, 1985.

I have pleasure in presenting the report of the Review.

Yours sincerely

Kenneth Rivett

Kenneth Rivett
CHAIRMAN

Council Members: DR MOSS CASS, HELEN CATTALINI, BETTY CON, MICHAEL LIFFMAN, BILL McKINNON CBE.
ERIC WILLMOT AM, PROFESSOR JERZY ZUBRZYCKI CBE

TERMS OF REFERENCE

The Australian Institute of Multicultural Affairs was asked to carry out a Review of Labour Force Programs and Services affecting Migrant and Refugee Youth. The terms of reference were:

> Review the range of Commonwealth employment and training programs and CES services, to assess their availability and suitabililty to young migrant and refugee job-seekers
>
> - particular emphasis to be placed on difficulties faced by recent arrivals, and those with a non-English-speaking background.
>
> Ascertain any special employment and training needs of migrant/refugee youth, and review existing programs and services against these needs to
>
> - investigate the extent to which migrant/refugee youth utilize existing programs and identify and factors operating to limit such usage
> - identify needs which are not being met
> - examine how these needs may be met by the provision of improved programs and/or services and advise on the content of these services and programs.
>
> In conducting the review, the Institute should take account of the findings of previous reviews and evaluations of the provision of employment and training services for use both generally and by migrants.
>
> The relevant functional areas of the Department of Employment and Industrial Relations, including the CES, will be consulted to assist in the provision of relevant information for the review.

ACKNOWLEDGMENTS

The Council wishes to express its appreciation of the work done by the Institute's staff, including both project staff, listed at the end of this report, and the administration and secretarial sections. It also wishes to express its appreciation of the significant role in the preparation of this report played by Mr Petro Georgiou, whose term of office as Director of the Institute expired shortly before the completion of this report.

RELATED PUBLICATIONS

A Technical Report outlining the different methodologies used to collect survey and other statistical data is available in mimeograph from the Institute.

A series of consultant/staff reports on evaluations of specific programs and services and on other aspects of the labour market are to be released throughout 1985/86.

An Atlas of Youth Unemployment, 1981 is also to be published.

A separate annotated bibliography was published in April 1984 titled, Migrant and refugee youth and the Australian labour force: an annotated bibliography, Australian Institute of Multicultural Affairs, Melbourne.

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LIST OF ABBREVIATIONS

ABS	Australian Bureau of Statistics
ACER	Australian Council for Educational Research
AGPS	Australian Government Publishing Service
AMEP	Adult Migrant Education Program
AMES	Adult Migrant Education Service
ANU	Australian National University
ASCO	Australian Standard Classification of Occupations
AWSS	Adult Wage Subsidy Scheme
BLMR	Bureau of Labour Market Research
CAE	College of Advanced Education
CEP	Community Employment Program
CEPMIS	Community Employment Program Management Information System
CES	Commonwealth Employment Service
COPAPS	Committee on Post-arrival Programs and Services
COSAC	Commonwealth-State Apprenticeship Committee
COWSIP	Country Towns Water Supply Improvement Projects (element of CEP)
CRAFT	Commonwealth Rebate for Apprentice Full-time Training
CTEC	Commonwealth Tertiary Education Commission
CYSP	Community Youth Special Projects
CYSS	Community Youth Support Scheme
DEIR	Department of Employment and Industrial Relations
DEYA	Department of Employment and Youth Affairs
DIEA	Department of Immigration and Ethnic Affairs
DSS	Department of Social Security
EPUY	Education Program for Unemployed Youth
ESB	English-speaking background
ESL	English as a second language
ETP	Experimental Training Projects
FAB	Father Australian-born
FAS	Fares Assistance Scheme
FOB	Father overseas-born
GASP	Group Apprenticeship Support Program
GOYAS	Group One Year Apprentice Scheme
GTA	General Training Assistance
HSC	Higher School Certificate
IAESR	Institute of Applied Economic and Social Research
JOLOR	Jobs on Local Roads (element of CEP)
LAFHA	Living-Away-From-Home Allowance
LAPA	Linguistic Availability Performance Allowance
LATA	Labour Adjustment Training Arrangements
MAAW	Male Average Adult Wage
MRC	Migrant Resource Centre
MRO	Migrant Resource Officer
MSS	Migrant Services Section (of DEIR)
NAAS	National Apprenticeship Assistance Scheme
NEATS	National Employment and Training Scheme
NESB	Non-English-speaking background
NILS	National Institute of Labour Studies
NIS	Management (National) Information System (used by the DEIR for monitoring programs)

OTJ	Off-the-job training (element of CRAFT)
OTJ	On-the-job training (element of GTA)
OYA	Office of Youth Affairs
PAA	Pre-Apprenticeship Allowance
PEP	Participation and Equity Program
RAGE	Redundant Australian Government Employees
RAS	Relocation Assistance Scheme
REDS	Regional Employment Development Scheme
SAP	Special Assistance Program
SEO	Senior Employment Officer
SID	Skills in Demand program
SNJ	Training Program for Special Needs Job-seekers
STTP	Special Trade Training Program
STWTP	School to Work Transition Program
SYETP	Special Youth Employment Training Program
TAFE	Technical and Further Education
TAS	Transition Allowance Scheme
TER	Technical Education Rebate
VYP	Volunteer Youth Program
WPP	Wage Pause Program

(1) Those assessed as at high risk of prolonged and recurrent unemployment be eligible immediately for placement on labour market programs.

(2) A risk assessment scale be refined and tested by the Bureau of Labour Market Research, with the assistance of the Australian Institute of Multicultural Affairs, using data on unemployed youth collected at Commonwealth Employment Service offices and through sample surveys.

(3) The Bureau of Labour Market Research investigate the possibility of developing the scale to include older unemployed persons, again based on survey data and data collected through Commonwealth Employment Service offices.

(4) Individuals registered as unemployed, who are not identified as at high risk, be eligible for program assistance after six months of unemployment.

(5) The Department of Employment and Industrial Relations adopt as standard practice the provision in appropriate community languages of information about major labour market programs, including guidance as to where further advice in those languages on access to programs may be obtained. The information should be directed to both job-seekers and potential sponsors.

(6) In circumstances where the Commonwealth Employment Service considers newly arrived migrant youth to have little immediate prospect of being placed in employment, the transition allowance be payable if migrants' overseas education and unemployment experience meet the eligibility requirements for payment of the allowance.

(7) Instruction in English as a second language be permitted as a component of all labour market programs.

(8) The Department of Employment and Industrial Relations consult with Technical and Further Education authorities and the Department of Immigration and Ethnic Affairs on the development of vocational English courses, and courses combining English language training with vocational skills training.

(9) An additional $3.0m be allocated to the Department of Employment and Industrial Relations in 1985/86 to allow it to enter into arrangements with Technical and Further Education authorities and the Adult Migrant Education Program to provide employment-oriented English courses, vocational English courses and English language assistance to migrants attending vocational skills courses.

(10) The Department of Employment and Industrial Relations develop pilot programs combining employment and training as a basis for broader application within wage subsidy programs. The training components of

programs should include both vocational skills, and, where appropriate, more general skills such as English for migrants of non-English-speaking background.

(11) Training programs conducted or funded by the Department of Employment and Industrial Relations for the Community Youth Support Scheme Local Management Committee members and project staff include components relating to any special needs of migrant youth, and how those needs may be met.

(12) The proposed 'project operation manual' for the Community Youth Support Scheme deal with issues and resources related to meeting the specific needs of overseas-born youth.

(13) Local Management Committees of Community Youth Support Scheme projects be permitted and encouraged to co-opt persons with knowledge of local migrant youth and their needs, if no such members have been elected.

(14) Applicants for Community Youth Support Scheme grants be eligible for funding to run projects or specific activities within projects that have as their target specific migrant groups.

(15) Community groups other than specially elected local committees be eligible to apply for Community Youth Support Scheme grants.

(16) Community groups be eligible to apply under Community Youth Special Projects for the total cost of training schemes for young unemployed.

(17) The Schools Commission fund three pilot careers education/counselling programs in areas of high migrant density, leading to the preparation and publication of suggested strategies and source materials for careers teachers assisting migrant students. The programs should be commissioned as a Participation and Equity Program project of national significance.

(18) As part of the Participation and Equity Program a conference be convened on the educational needs of unemployed migrant, including refugee, youth.

(19) Assessed risk of prolonged and recurrent periods of unemployment be determined at the time of registration with the Commonwealth Employment Service.

(20) Where the job-seeker is assessed as being at high risk (or has been continuously unemployed for more than six months), a program of assistance be developed, including employment, on-the-job training, formal education and English as a second language instruction where appropriate.

(21) Commonwealth Employment Service recall interviews be held after six months of unemployment.

(22) Relevant language skills be used as a secondary selection criterion in the recruitment of employment officers.

(23) The Department of Employment and Industrial Relations' review of Commonwealth Employment Service staffing and location policies include the deployment of bilingual officers in the CES network, so that the needs of migrants with language difficulties can be met more effectively.

(24) There be at least one interpreter for every 200 Commonwealth Employment Service users in each language group who are assessed as having poor proficiency in English. In 1985/86, an additional $1.4m should be provided for this purpose.

(25) A more general review of migrant needs be undertaken to determine requirements for 1986/87.

(26) Migrant specialist positions be created in Commonwealth Employment Service Zones where there are significant numbers of migrant clientele. Officers holding such positions would co-ordinate and supplement the activities of Migrant Resource Officers based in CES offices, and would carry out MRO functions on a visiting basis in other offices.

(27) The proposed National Council for Training and Employment, or its equivalent, include migrant representation.

(28) In the case of the Community Youth Support Scheme and the Community Employment Program, provision be made for migrant representation on state advisory committees and Commonwealth and State Secretariats responsible for these programs.

(29) a A supplementary survey of migrants in the labour force be undertaken at least once a year by the Australian Bureau of Statistics.

b The survey collect information on the labour force status of cross-sections of birthplace groups and include details on age, gender, education levels, English language proficiency, period of residence and marital status.

(30) In planning and developing the recommended supplementary labour force survey, the Department of Employment and Industrial Relations and the Bureau of Labour Market Research, consult with the Department of Immigration and Ethnic Affairs and state ethnic affairs authorities, and the Australian Institute of Multicultural Affairs, on developing a detailed proposal, to be submitted to the Australian Bureau of Statistics within six months.

(31) The Commonwealth Employment Service develop a computerised system which would:

(i) utilise migrant data presently recorded on its job-seeker registration cards. This should include country of birth, English language proficiency and year of arrival, together with particulars of risk assessment, and with provision also being made for the coding of data on multiple occupations

(ii) include provision for access to the data base, to allow monitoring of the extent to which migrants with particular birthplaces, degrees of language proficiency, periods of residence, and levels of unemployment risk are participating in programs

(iii) allow quarterly release of aggregated data on unemployment risk, as assessed, cross-classified by characteristics that include age, gender, birthplace, year of arrival and English language proficiency.

(32) As part of the systematic evaluation of programs, the Department of Employment and Industrial Relations collect and publish every quarter, computerised aggregate information on program participants, including their employment status at a specified date after they have completed the programs.

(33) The Department of Employment and Industrial Relations amend the form used by employers applying for the Commonwealth Rebate for Apprentice Full-time Training scheme to include information on the birthplaces of apprentices.

(34) The Technical and Further Education Council ensure that information concerning the birthplaces of students is collected and incorporated with other data.

During the past decade the severe deterioration of the labour market has left no section of the community unscathed. Particularly serious has been the contraction in opportunitites for young people to obtain their first jobs, or to keep those they have managed to obtain. More dramatic still is the effect on the prospects of overseas-born young people, which have become even bleaker than those of their contemporaries.

The unemployment rate of about 26% for migrant teenagers and 18% for young adult migrants is significantly higher than for their Australian-born peers. It represents an average of nearly 60,000 overseas-born people, aged 15-24 years, who want to work but cannot find jobs. Many more may have unsuccessfully sought jobs over a lengthy period but have become discouraged to the point where they no longer 'actively' seek work and are not officially classified as unemployed.

Unemployment rates are expected to remain substantially higher for overseas-born youth. The outlook for teenagers is particularly unhappy - even with improved macro-economic conditions, the proportion who are unemployed could rise to about a third by 1986.

It was in this context that, in December 1982, the Institute was requested by the Commonwealth Government to undertake the present Review to examine the extent to which Commonwealth employment and training programs and services meet the needs of 'migrant and refugee' youth. Its terms of reference are as follows:

> Review the range of Commonwealth employment and training programs and CES services, to assess their availability and suitability to young migrant and refugee job-seekers
> . particular emphasis to be placed on difficulties faced by recent arrivals, and those with a non-English-speaking background.
>
> Ascertain any special employment and training needs of migrant/refugee youth and review existing programs and services against these needs to
> . investigate the extent to which migrant/refugee youth utilise existing programs and identify any factors operating to limit such usage
> . identify needs which are not being met
> . examine how these needs may be met by the provision of improved programs and/or services and advise on the content of these services and programs.

The Commonwealth Government currently spends $810 million on labour market programs and over $130 million on the Commonwealth Employment Service, directed towards four key purposes:

- to maintain and develop labour force skills to meet the needs of industry
- to maintain an efficient labour market, by matching job-seekers and vacancies
- to create employment opportunities for particularly disadvantaged unemployed people

- to promote equity in the labour market, by increasing the employability and labour market competitiveness of disadvantaged groups and individuals.

These programs contribute to the productivity of a worker or to a more efficient labour market. Even those who disagree with the economist's view that they contribute to reduced overall unemployment would agree that they are worthwhile for the benefit to the workers themselves and to the community.

This Review has found that the objective of greater equity in the labour market is being realised only to a limited extent. Labour market programs and services neither reach all those who are disadvantaged in finding employment nor assist adequately all those whom they do reach. In particular, our research indicates that the proportion of migrants participating in labour market programs is low relative to their unemployment rates - while about 32% of the unemployed are born overseas, they constitute only 16% of program participants. Access to labour market programs also appears limited for young migrants who

- are recent arrivals
- have limited educational skills, and/or
- have poor proficiency in English.

At the least, this situation is contrary to the fundamental principles of equality of opportunity for all Australians to participate in the political, economic and social life of the nation, regardless of their ethnic or cultural background; and equality of access to the general programs and services that are established for the benefit of all members of society.

From a perspective of continuing high levels of youth unemployment, this Review takes as its basis the principle that assistance provided through labour market programs and services should be directed to those in greatest need. We have found that those who most require assistance, and who are subject to a high risk of recurrent unemployment, are those who are young, whose work experience at school is limited, whose technical education or labour force experience is also limited, and who seek work in manual occupations. As well, overseas-born youth, especially those from non-English-speaking backgrounds, are likely to have particular needs arising from limited residence in Australia, and/or low levels of English language proficiency.

An overview of labour market programs and services is contained in Chapter Two. Chapters One and Three examine the extent of unemployment among overseas-born youth and explore a range of factors which influence their employment and unemployment prospects, as well as those of Australian-born young people. Evidence on the utilisation by migrant youth of labour market programs and services is presented in Chapters Four and Five. Chapter Six examines the suitability of programs for overcoming the disadvantages of migrant youth in seeking employment. It builds upon the findings presented in Chapters One and Three, that handicaps include both those which the overseas-born share with the Australian-born, and those which arise specifically from their being migrants.

The proposals outlined in this report seek to meet the resultant needs more effectively. They will do so chiefly by increasing the impact of available resources. They involve adjustments to labour market programs and services at four broad levels:

- adjustments to the eligibility provisions for programs
- adjustments to the procedures by which programs are delivered so that assistance is directed to those in greatest need
- adjustments to programs to enhance their suitability to the client group
- adjustments to the co-ordination and evaluation of programs and services.

Moreover, while the terms of reference of the Review have required the Institute to focus upon the needs of migrant and refugee youth, the measures proposed can be extended to all those at high risk of extended or recurrent periods of unemployment, or otherwise disadvantaged in the labour market. To the maximum extent possible, programs should be tailored to individual requirements, based upon assessment of individual needs and offering opportunities to acquire one or more of

- work experience
- on-the-job training
- formal education.

The Institute was asked to examine labour market programs and services as they affect 'migrant and refugee youth'. The particular concern shown for the problems of refugees is welcomed, as their difficulties in the period immediately after arrival are often greater than those of most other migrants. It would seem unfortunate, however, to use the expression 'migrant and refugee', implying that refugees are not migrants or, alternatively, that their problems will always be radically different from those of other migrants. In this report, reference is usually made to migrant or overseas-born youth, except when it is appropriate to draw particular attention to refugees.

The Institute is conscious that the present Review is submitted to Government at a time when major changes are under consideration, following a number of other reviews. While the recommendations stem from the Institute's research into current programs and services, their relevance extends well beyond existing provisions. They entail a significantly different approach to the assessment of disadvantage in the labour market, and to how programs should respond in meeting the needs of those who are disadvantaged. If migrant, including refugee, youth are to achieve equity in the labour market, the recommended approach must be incorporated in any future package of labour market programs and services.

Chapter One

MIGRANT YOUTH UNEMPLOYMENT, 1971-1984

Present concern about unemployment in Australia reflects a number of considerations. These include the magnitude of unemployment when compared with Australia's generally low post-war unemployment experience; concern that the burden of unemployment falls most heavily on some groups in the community, especially young people; and evidence of the adverse personal consequences of unemployment, including not only loss of income but also psychological and other possible effects on individuals themselves.[1]

Within this general context, high levels of teenage unemployment have been the subject of particular concern.[2] Among young people those born overseas are said to be at a particular disadvantage. Research in this area has not been extensive, but some studies have pointed to specific problems faced by recent arrivals and those with limited English language skills.[3]

This chapter examines trends in unemployment and labour force participation during the past thirteen years. It is drawn mainly from Australian Bureau of Statistics (ABS) census and labour force survey data, and from Department of Social Security (DSS) statistics on unemployment benefit recipients. The analysis focuses on trends and subgroup differences, with special attention to overseas-born youth, namely those aged 15 to 24 years.[4]

The analysis shows a general deterioration of the labour market during the past thirteen years affecting all age and birthplace groups. Accompanying this rise in the level of unemployment has been an increase in the duration of unemployment. In general, the groups most disadvantaged by the lack of employment opportunities are the young, particularly teenagers, and the overseas-born, particularly those from non-English-speaking backgrounds. The geographic analysis of the distribution of unemployment also indicates that unemployment tends to be concentrated in the centre and the periphery of cities. Of the groups considered, the outlook appears to be particularly bleak for migrant teenagers. Even with improved macro-economic conditions, nearly one in three of overseas-born teenagers is likely to be without a job in 1986.

The examination of existing data on the extent and character of unemployment across birthplace groups and geographic areas provides a context for the more detailed analysis of unemployment experience that follows, and for the examination of Commonwealth labour market programs and services.

1.1 OVERVIEW OF THE AUSTRALIAN LABOUR FORCE, 1971-84

In 1971 the labour force in Australia was some 5.5 million, of whom about 87,600 (1.6% of the total) were without jobs. During the next thirteen years the labour force grew by 1.6 million to 7.1 million, an increase of 29%. The increase consisted of about one million in employment and half a million unemployed,[5] so that over the period the number of unemployed had multiplied sevenfold to 641,900. By 1984, the unemployed comprised, on average, 9.0% of the labour force.

The deterioration of the labour market did not follow a consistent pattern. As shown in Figure 1.1, unemployment rates:

- rose sharply in 1972, then declined in 1973
- doubled in 1974/75, then held fairly steady in 1976
- increased considerably in 1977/78, and fell for the period 1979-81
- leapt greatly in 1982/83, and recorded a decline in 1984.

The pattern for overseas-born members of the labour force differed somewhat from the general picture in this period. The number of overseas-born persons of working age increased relatively more quickly than did that of the Australian-born, but their proportion of the total labour force remained constant at 26%. This was due to a fall in their participation rate from 67% to 62.6% during the period 1972-84.

Figure 1.2 shows that until 1980 the unemployment rate of the overseas-born was marginally but consistently higher than that of the Australian-born. However, the post-1981 increase in unemployment affected the overseas-born more severely.

Also apparent from Figure 1.2 is that this effect was particularly pronounced for those from outside the main English-speaking source countries of New Zealand, the United Kingdom and Eire. However, the experiences of birthplace groups differ considerably. One notable exception from the general pattern, as shown in Figure 1.3, has been the Italian-born whose unemployment rate has been consistently lower than those of other major birthplace groups, including the Australian-born. In contrast, the Lebanese-born, for whom labour force survey data first became available in 1980, have an unemployment rate markedly higher than those of other birthplace groups identified by ABS. Since May 1984, labour force statistics have also been reported for the Vietnamese-born. The data so far indicates that their unemployment rate has been of similar magnitude to that of the Lebanese-born. Appendix Table 1.A1 provides details of the differential experience of unemployment for the broad birthplace categories.

These figures - and those reported later in this chapter - do not take account of the phenomenon of 'hidden unemployment', broadly defined as persons who are not actively seeking work but who would be seeking work in more favourable economic conditions. A recent report by the ABS on employment, under-employment and unemployment notes that, in September 1983, there were 1.7 million people unemployed and wanting work.[6] Of these 716,700 were classified as unemployed according to the official definition. The remaining 1,009,800 persons who wanted to work but were without jobs comprised 765,600 'marginally attached to the labour force' and 244,200 who 'wanted to work but [were] not available to start work within four weeks nor actively looking for work'. Such ABS estimates unfortunately do not consider the extent of hidden unemployment by birthplace groups, although the recent Report of the Committee of Inquiry into Labour Market Programs noted that migrants, among other groups, would certainly have higher levels of joblessness than is suggested by official unemployment rates.[7]

The dramatic change in the proportion of people unemployed has been accompanied by other changes, particularly in the duration of unemployment experienced. This is evidenced by the rapid increase in numbers of people in receipt of unemployment benefit (see Table 1.A1), the proportion they comprise of the measured unemployed, and the increasing periods for which people receive unemployment benefits (see also Table 1.A2). Thus, in June 1971, there were fewer than 20,000 people receiving unemployment benefits - a relatively small proportion (21.5%) of the measured unemployed. In 1975 more than 160,000 people were receiving unemployment benefits, and by 1984 they had increased to 560,102 - about 86% of the measured unemployed (Table 1.A1).[8]

Comparisons of DSS birthplace data on unemployment benefit recipients with ABS unemployment statistics (see Tables 1.5, 1.A1, 1.A2 and 1.A3) reveal several striking features:

- the take-up rate[9] of those born in Australia has been higher than that of the overseas-born
- among the overseas-born, those from outside the main English-speaking source countries of UK, Eire and New Zealand have lower take-up rates
- among the Australian-born unemployed there is a far higher proportion of long-term unemployment benefit recipients than among the overseas-born
- among unemployment benefit recipients, those born in non-English-speaking countries have a larger proportion, overall of long-term recipients than is found among those born in English-speaking countries.

Between March and June 1984, the CES conducted a special survey of migrants registered at 169 of some 260 offices. This survey showed that 67.6% of those registered were Australian-born, that 13.1% of the overseas-born were from what CES classified as English-speaking countries and 20.5% were from non-English-speaking countries. However, DSS statistics on unemployment benefit recipients for May 1984 indicate that 74% of all recipients were Australian-born. This comparatively higher proportion of the Australian-born among unemployment benefit recipients is supported by what appears to be a higher take-up rate among the Australian-born (see Table 1.A1 and Table 1.A3).

1.2 YOUTH UNEMPLOYMENT

Of the unemployed, youth have been the group whose plight has been the focus of particular concern. As Figure 1.4 illustrates, the pattern of deterioration of youth unemployment generally paralleled that of adults, but at levels which have been consistently far higher, with the absolute gap between them increasing considerably during the period.

The labour market status of teenagers has been particularly bleak. In the period 1971-84, the total number of teenagers in Australia increased by some 156,000 from around 1.12 million to 1.28 million. The number of unemployed teenagers increased by a similar figure during the period, resulting in an increase in the number unemployed of nearly six times the 1971 level - from 28,500 to 172,200 (see Table 1.A2). From 1971 onwards there has been an almost unbroken increase in teenage unemployment. After rising steadily, teenage unemployment doubled between 1974 and 1975. A period of moderate increase to 1979 was followed by a fall between 1979 and 1981. Its rapid upward movement continued after 1981 and in 1984 had reached 22.3%.

When compared to adults, the incidence of higher unemployment levels among young people, particularly teenagers, is not a phenomenon of the current recession but was present even in periods of relatively low levels of aggregate unemployment. Various factors have been considered responsible, including young people's lack of work experience; their need for time to adapt to a new role after many years of schooling, and the alleged perception of employers that young people's attitude to work is more casual than that of adults.

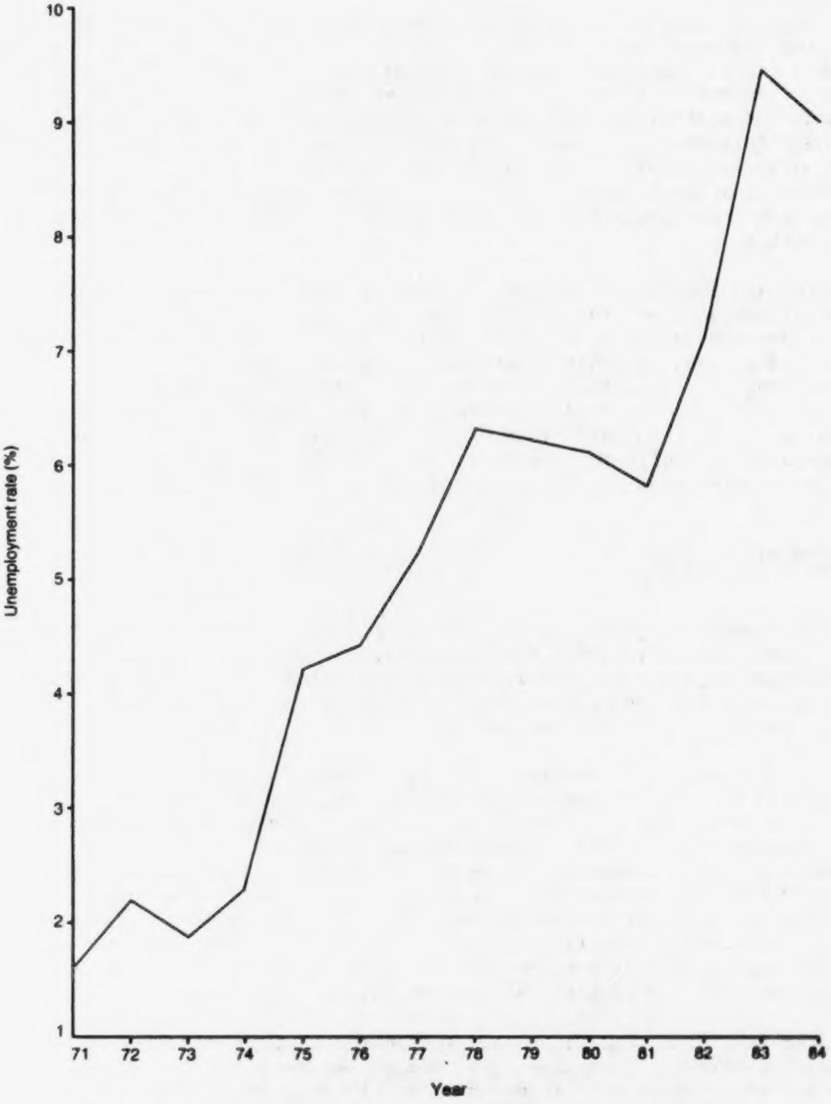

Figure 1.1 Unemployment rate of civilian labour force aged 15 and over, 1971-84 (annual averages)

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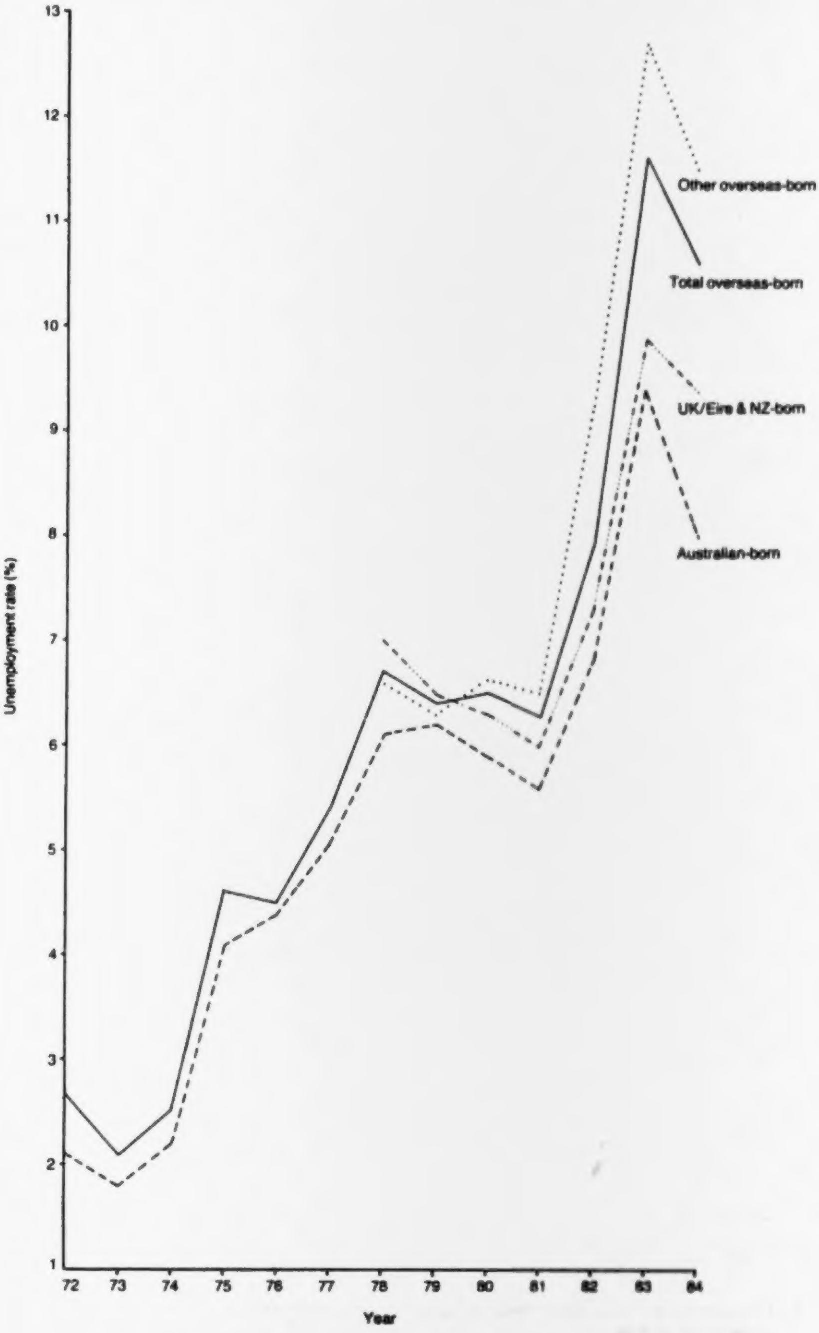

Figure 1.2 Unemployment rate of civilian labour force aged 15 and over by birthplace, 1972-84 (annual averages)

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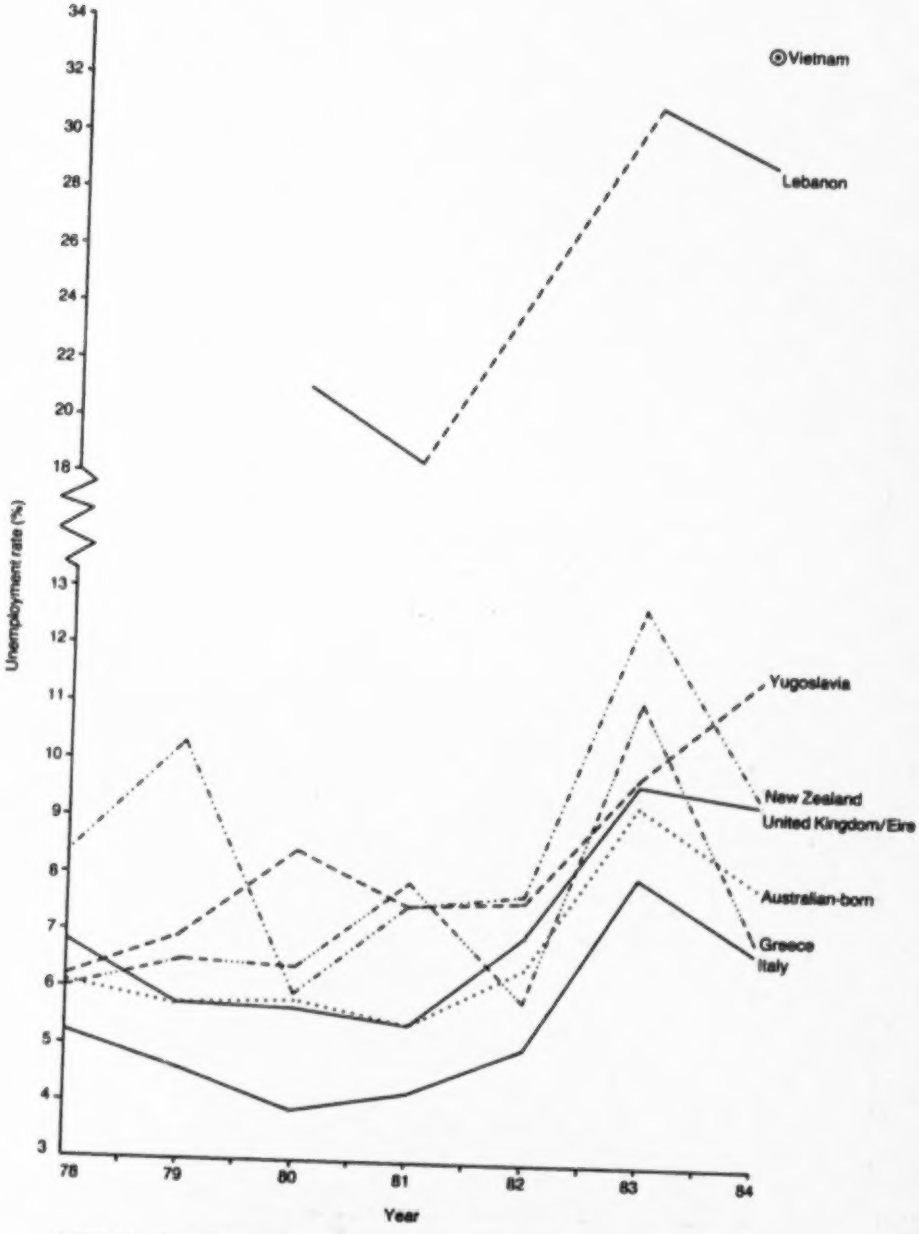

Figure 1.3 Unemployment rate of civilian labour force aged 15 and over by birthplace, 1978-84 (annually for August)

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However, a number of analysts have suggested that the extremely high rates of youth unemployment during the past decade are due to factors additional to the differential traditional impact on youth of unfavourable macro-economic conditions.[10] Prominent among these explanations are:

- that there has been increased competition for jobs created by an increase in the proportion of females in the labour force, and by the increase in the size of the youth population
- that there has been a reduction in attractiveness of youth for employers because the gap between youth and adult wages has narrowed
- that changes in the industrial structure have seen a decline in the types of job traditionally obtained by many young people, such as trades, production and process work.[11]

Measured in terms of rates of unemployment, the teenage group has undoubtedly been the most severely affected. However, a broader perspective on the incidence and experience of unemployment highlights the impact of the recession on other age groups. Thus the unemployment rate of 15 to 19-year-olds did not increase as greatly as it did for other age groups in the period under consideration. As Table 1.1 shows, for teenagers there was a 407% increase in the unemployment rate between 1971 and 1984, whereas higher rates of increase were experienced by the 20 to 24 age group (545%) and those 25+ (473%). As a proportion of the total number of people unemployed, teenagers declined from 32.5% in 1971 to 26.8% in 1984, while young adults increased from 18.7% to 21.8%.

Table 1.1: Number and unemployment rate by age group, 1971-84

Age Group	1971 Number		1971 Rate	1984 Number		1984 Rate	1971-1984 Percentage increase in unemployment Number	1971-1984 Percentage increase in unemployment Rate
		(%)			(%)			
15-19	28,500	(32.5)	4.4	172,200	(26.8)	22.3	504.2	406.8
20-24	16,400	(18.7)	2.0	139,700	(21.8)	12.9	751.8	545.0
25+	42,700	(48.8)	1.1	330,100	(51.4)	6.3	673.1	472.7
Total	87,600	(100.0)	1.6	642,000	(100.0)	9.1	632.9	468.8

Source: The Labour Force Australia, ABS
Note: Numbers and rates are annual averages.

ABS data on the duration of unemployment, presented in Table 1.2, suggests that in this respect older age groups have also been affected more severely than have teenagers, with the average duration of unemployment for 20 to 24-year-olds, and those aged over 24, increasing significantly in recent years.

The relatively shorter duration of unemployment experienced by teenagers is also evidenced by data on recipients of unemployment benefit. As at May 1984, just over 20% of persons aged 20 and younger who were in receipt

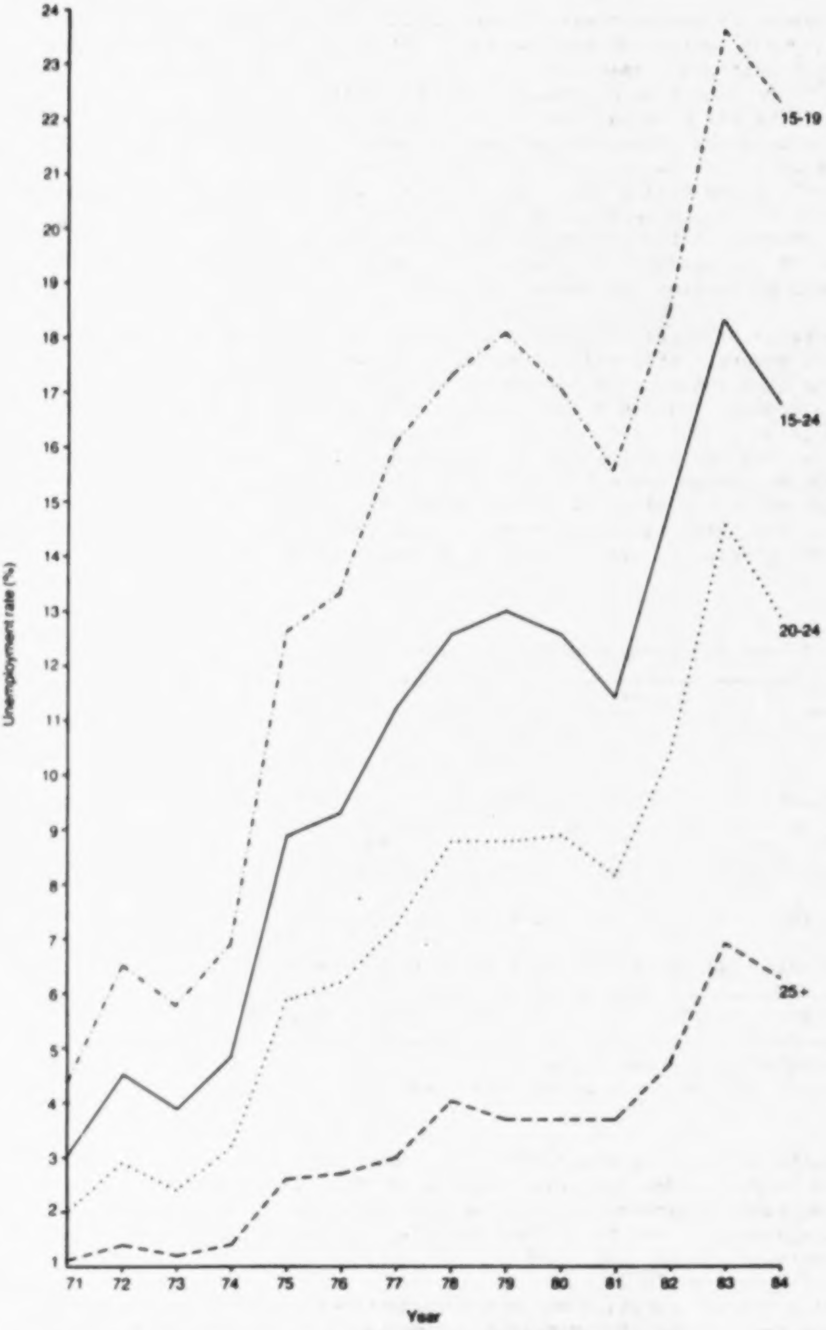

Figure 1.4 Unemployment rate by age groups, 1971-84 (annual averages)

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of unemployment benefit had been so for more than a year - half the proportion (43%) of such long-term recipients among those aged over 25. For those aged 21 to 24 the comparable proportion was 34% (see Table 1.5 below).

Table 1.2: Mean duration of unemployment (in weeks) by age groups, 1975-84

	Age Group					
Year	15-19	20+	20-24	25+	25-34	35-54
1975	13.1	12.3	-	-	-	-
1976	18.8	17.2	-	-	-	-
1977	21.5	-	18.2	22.0	-	-
1978	23.5	-	24.7	28.8	-	-
1979	25.9	-	27.9	30.5	-	
1980	26.7	-	28.2	-	28.5	42.8
1981	25.4	-	32.4	-	31.3	45.7
1982	24.0	-	32.5	-	28.4	45.1
1983	32.0	-	42.1	-	39.6	48.3
1984	28.9	-	45.9	-	44.7	57.4

Source: The Labour Force Australia, ABS
Note: The figures shown are for August of each year.

1.2.1 Overseas-born Youth

The period since 1971 has been one of significant change in the labour force position of refugee and other migrant youth. There has been a decline in the size of the overseas-born sector of the youth labour force relative to the Australian-born, from 18.0% in 1972 to 15.1% in 1984. This reflects two changes - in the overall size of the groups, and in their labour force participation rates.

Table 1.3: Labour force participation rates of 15-24-year-olds by birthplace and sex, 1972-1984

	Male		Female		Persons	
	Aust-born	O'seas-born	Aust-born	O'seas-born	Aust-born	O'seas born
	%	%	%	%	%	%
15-19 years						
1972	58.2	59.6	55.3	58.8	58.6	59.2
1984	63.2	58.7	60.5	54.5	61.8	57.1
20-24 years						
1972	92.7	92.3	61.2	60.6	77.0	76.4
1984	92.0	86.6	73.8	69.7	82.9	78.0

Source: The Labour Force Australia, ABS

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Within the teenage and young adult labour force, the proportion born overseas has declined. At the same time, the participation rate of Australian-born teenagers has increased, while that of migrant teenagers has decreased (see Table 1.3).

With the deterioration of the labour market in the 1970s and 1980s, the difficulties of finding employment became increasingly acute for migrant youth. As Figure 1.5 illustrates, the rates of unemployment experienced by both teenagers and young adults were clearly higher among the overseas-born than the Australian-born.

A comparison of unemployment rates during the period is given in Table 1.4. This shows that:

- the extent of increase in unemployment rates has been greater for both teenagers and young adults born overseas than it has been for the comparable groups born in Australia
- the extent of increase in unemployment rate of both the Australian-born and the overseas-born, has been greater for 20 to 24-year-olds than it has been for teenagers.

Table 1.4: Number and rate of unemployment of 15-24-year-olds by birthplace, 1972-1984 (annual averages)

	1972		1984		% Change in unemployment rate 1972-84
	Number	Rate	Number	Rate	
15-19					
Australian-born	35,450	6.4	146,610	21.7	235.9
Overseas-born	6,310	7.1	25,600	26.5	270.4
20-24					
Australian-born	17,530	2.7	108,620	12.1	351.8
Overseas-born	6,530	3.7	31,170	17.1	375.7

Source: The Labour Force Australia, ABS

Despite their greater increase in unemployment rate, however, the number of unemployed youth born overseas declined slightly as a proportion of the total unemployed. This results from the decline in relative size of the overseas-born group, and the relative decline in the proportion participating in the labour market for this group, as noted above.

1.2.2 Individual Birthplace Groups

Detailed information on the labour force status of youth in individual birthplace groups is available only from the five-yearly population censuses, because the restricted size of labour force surveys prevents the cross-tabulation of birthplace data by age. Appendix Table 1.A4 presents census data on some key aspects of labour force status of youth for a number of birthplace groups.

While the level of unemployment has increased among youth from all these

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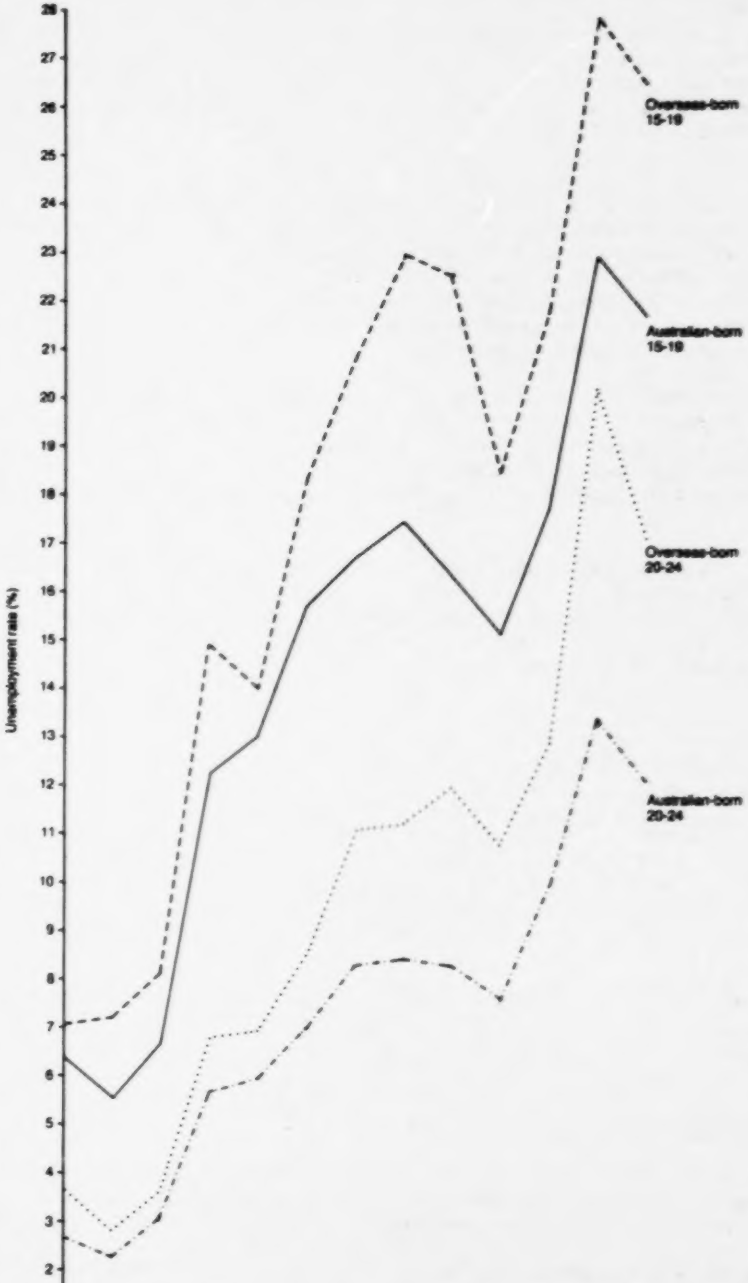

Figure 1.5 Unemployment rate by birthplace and age, 1972-84 (annual averages)

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birthplace groups (with the exception of Papua New Guinea and Hong Kong), it is evident from the data that this has occurred to varied extents, reflecting changes in both the size of the labour force in the respective groups and their unemployment rates. Table 1.A5 looks in further detail at the patterns of unemployment of youth from selected birthplaces.

One aspect of particular interest in this data is that, with the exception of the Polish-born group which is very small, teenagers from non-English-speaking countries have fared considerably worse in the search for jobs than their peers born in Australia or in overseas English-speaking countries, and considerably worse than older age groups of the same origins. While teenagers born in Australia, the UK, Eire and New Zealand have faced significantly contracted employment opportunities, this experience has not been quite as severe as that faced by older age groups with similar origins.

There is no published ABS data on duration of unemployment for youth from the specific birthplace groups. Unemployment benefit data from DSS (Table 1.5) indicates that each birthplace group has, to a varying extent, the same pattern described earlier for the total Australian population, viz. older age groups have higher proportions of long-term recipients of unemployment benefit (see Table 1.A3).

Figures 1.6 and 1.7 also allow comparison of the unemployment rates of Australian-born and overseas-born male and female youth. A striking observation is the variation in trends. For example, within each birthplace age group, both males and females have each in some period experienced lower unemployment rates than has the other sex.

Table 1.5 Long-term (one year or longer) unemployment benefit recipients by birthplace and age groups, May 1984

	20 and younger		21-24-year-olds		25-and-older	
	Number long-term	% of total ubs	Number long-term	% of total ubs	Number long-term	% of total ubs
All birthplaces	37,007	21.9	38,359	34.2	130,880	43.2
Australian-born	32,029	22.4	31,691	34.9	85,983	44.0
Overseas-born ESB	2,321	18.3	2,944	28.9	13,362	37.0
Overseas-born NESB	2,657	20.9	3,724	32.9	31,535	45.5

Source: Unpublished data provided by DSS to AIMA

1.3 GEOGRAPHIC DISTRIBUTION OF UNEMPLOYMENT

So far the analysis has focused on the extent and character of youth unemployment among age, sex and birthplace groups. It is possible also to examine the level and nature of youth unemployment across geographical areas.

Unemployment data for small geographical areas is provided only by the 1981 Census. For the first time, the ABS produced youth unemployment data from a census showing birthplace and sex for the 10 major cities by census subdivision, the second smallest of census geographic areas. At this level of detail the numbers of people in each area are frequently too small for analysis

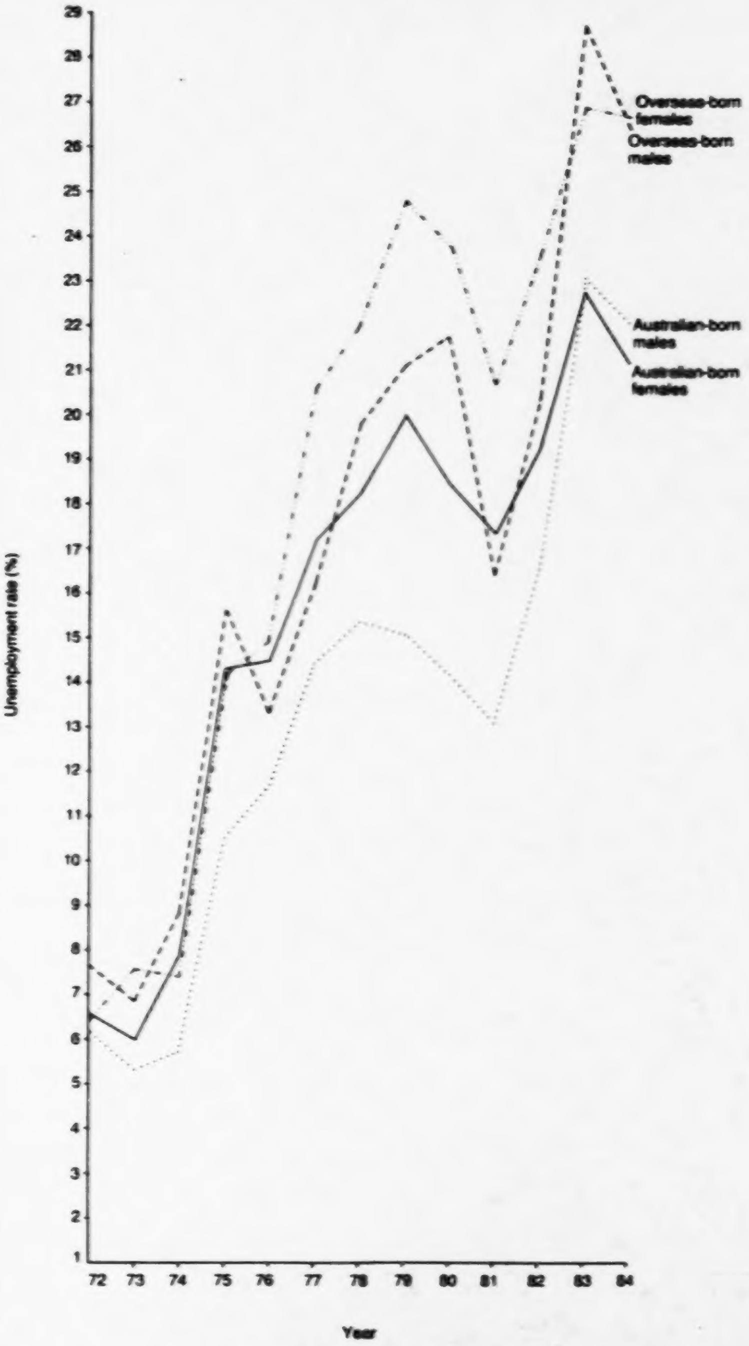

Figure 1.6 Unemployment rate of 15-19-year-olds by birthplace and sex, 1972-84 (annual averages)

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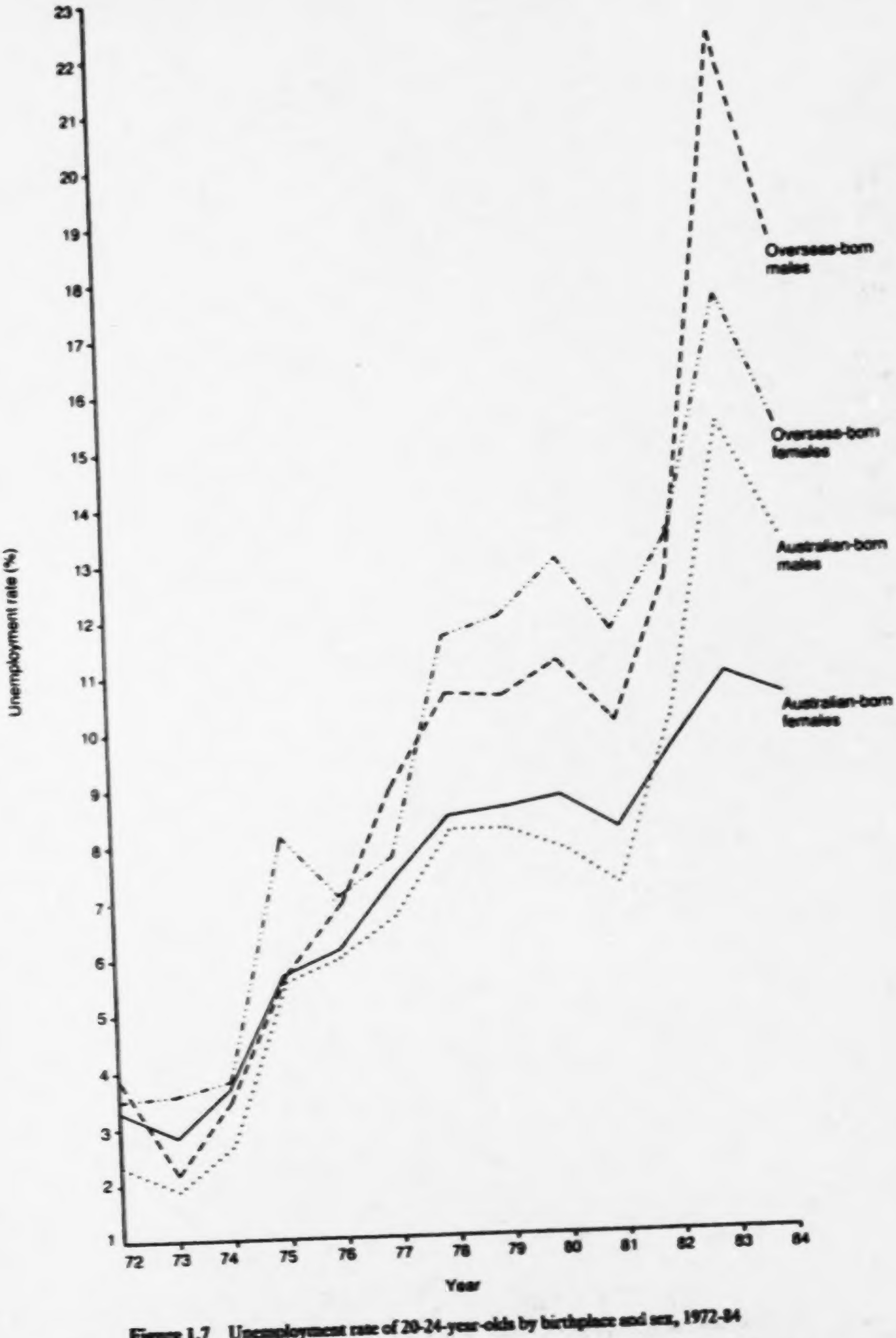

Figure 1.7 Unemployment rate of 20-24-year-olds by birthplace and sex, 1972-84 (annual averages)

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to be meaningful. Youth therefore has been aggregated into three birthplace groups: Australian-born, migrants of non-English-speaking background, and migrants of English-speaking background. In order to identify areas with extreme levels of unemployment, the mean unemployment rate for the population of the statistical division was found for each city and seven classes were created according to the standard deviation of unemployment rates about that mean. Using this data, it is possible to locate specific areas of high youth unemployment and to highlight contrasts between the experience of different birthplace groups.

It is evident from the 1981 Census that rates of unemployment for all youth vary considerably across the large diversity of areas within cities as well as between cities. Areas in which unemployment is high and areas in which it has had little impact are clearly distinct.

There is a tendency across cities for areas of high youth unemployment to be concentrated at both the centre and the periphery. First, there are some inner city areas which may be suffering a decline in job availability, often those which provide cheap accommodation and are accessible to a wide range of facilities and services. For example, the greatest concentrations of youth unemployment in Melbourne are in St Kilda, Collingwood, Kensington and Flemington. In Sydney, the highest rates of unemployment occur in the city's central area, particularly in the localities of Darlinghurst and Redfern. Similarly, in Adelaide, Perth and Brisbane parts of the central areas have high unemployment.

Second, there are those outer suburban areas and beyond, where housing is often quite cheap, but where young people (females particularly) are greatly disadvantaged by a dependence on private transport. The most striking examples are to be found in Adelaide in Elizabeth, Salisbury and Enfield. The same situation is found in Redland, Ipswich and Wacol in Brisbane, parts of Swan and Wanneroo in Perth, the outer western areas of Bankstown, Fairfield and Penrith in Sydney, and in Glenroy and Coolaroo in Melbourne.

The areas least affected by the problem of unemployment for youth are also those with a higher social and economic status as measured in terms of income, occupational status and education. In Melbourne, for example, unemployment is relatively low in the local government areas of Kew, Moorabbin and Waverley. In Sydney low rates of unemployment are found in the northern suburbs of Baulkham Hills and Ku-ring-gai, the harbour suburbs of Mosman and Hunters Hill, and some coastal areas to the north and south of the city. In Hobart, such areas include Geilston Bay, Lindisfarne, Sandy Bay and South Hobart. In Canberra, they include Campbell, Forrest and Hawker; in Adelaide the impact of unemployment is minimal in those suburbs which abut the Adelaide Hills.

The selective impact of unemployment can be illustrated even more clearly when patterns of youth unemployment are disaggregated by birthplace. In all cities, migrant youth of non-English-speaking background record the highest rate of unemployment, and some of the worst affected areas also have the highest concentrations of these youth. For example in Sunshine, the worst affected area in Melbourne, Australian-born youth experience a high rate of unemployment (males 12.8%, females 17.3%); migrant youth from English-speaking communities have higher rates (males 17.8%, females 16.9%); while those of non-English-speaking background have even higher rates (20.7% males, 20.1% females). A similar situation can be found in Redcliffe in Brisbane, where unemployment rates for Australian-born youth (males 13.5%, females 14.7%) are lower than those for migrant youth (males 15.1%, females 22.2%) which in turn are considerably lower than for migrant youth from non-English-speaking backgrounds (males 21.2%, females 35.5%).

The higher degree of residential concentration means that unemployment is much more spatially concentrated for migrant youth of non-English-speaking background than for those from English-speaking countries or the Australian-born. In Adelaide, for example, high unemployment occurs in a number of locations for Australian-born youth, is less widely spread for migrant youth of English-speaking background, and is the most concentrated for young migrants from non-English-speaking countries, with Prospect, Woodville and Port Adelaide being the worst affected. In Perth, high concentration of unemployment is quite localised for these migrant youth, with pockets occurring in locations such as Rockingham, Gosnells, Mosman Park, Subiaco and parts of Fremantle.

In the smaller cities variations in unemployment rates by gender are far greater than the variations according to birthplace. In Wollongong, for example, the proportion of females unemployed is nearly twice that of males, and for females from non-English-speaking countries it is two and one-half times. Here, the highest levels of youth unemployment occur in the areas around Lake Illawarra, particularly Warilla.

In Newcastle, female unemployment rates are more than twice as high as those of males for both the Australian- and overseas-born. For young females, rates in excess of 30% occur in the inner city areas of Wickham and Carrington for the Australian-born, in Mayfield for migrants from non-English-speaking countries and in Belmont for those from English-speaking countries. In Geelong, Corio, the industrial heart has the highest unemployment with a rate of 20% for most birthplace groups, but rates of unemployment are not differentiated by gender to the degree they are in Newcastle and Wollongong.

A more comprehensive analysis of the demographic distribution of youth unemployment is presented in the Atlas of youth unemployment (AIMA, 1985).

1.4 FORECAST OF YOUTH UNEMPLOYMENT

The analyses have so far focused on observed subgroup and geographic differences in levels of unemployment and are based on labour force survey and census data. To provide an indication of how such subgroup differences in unemployment rates may change over time, a series of forecasts concerning the likely labour force status of overseas- and Australian-born youth in 1986 and 1991 were commissioned for the Review from the Institute of Applied Economic and Social Research (IAESR)[12].

The IMP model of the Australian economy[13] was used to simulate two possible outcomes for the economy in 1987 and 1990, based on optimistic and pessimistic assumptions about world conditions (real growth, inflation and the real price of oil) and Australian conditions (the rate of growth of real wages relative to the rate of growth of productivity). The input of the IMP model to the project was to provide forecasts of the employment to population ratio. The results suggest that the aggregate employment to population ratio is not very sensitive to the different assumptions adopted for the two scenarios. With respect to the aggregate rate of unemployment, the IMP model indicates a 9.9% rate for

1987, and a rate of 9.4% in 1990 under the optimistic assumptions, and a rate of 10.9% with the pessimistic assumptions. The forecasts for the youth labour market in 1986 and 1991 are set against the forecasts of the outlook for the aggregate economy and the labour market. The forecasts of youth employment, unemployment and labour force participation by sex assume no sharp change on past trends, though they do include an adjustment for assumed increases in government expenditure on youth unemployment policies of one per cent in 1986 and two per cent in 1991.

Results from a multivariate logit analysis of labour force data, disaggregated by birthplace, were used to produce forecasts of the youth labour market disaggregated by age, sex and birthplace. Table 1.6 and Figure 1.8 present the forecasts of labour force status of male and female youth born in Australia and overseas. The forecasts indicate that the unemployment rates of overseas-born teenagers and young adults are likely to continue to be substantially higher than those of their Australian-born counterparts. The unemployment rates of the Australian-born teenage males and females are forecast to fall by about 1-2 percentage points (from around 21%) between 1984 and 1991 in both the optimistic and pessimistic forecasts. In contrast, the unemployment rates of overseas-born teenagers are expected to rise significantly, reaching 36% for males and 34% for females in 1991, under the pessimistic scenario. As a result, the gap in the unemployment rate between Australian- and overseas-born teenagers is forecast to widen to 13 percentage points in 1986 and 14-15 percentage points in 1991, compared with a gap of 4 percentage points for teenage males and 6 percentage points for females in 1984.

This forecast is perhaps surprising. Although the unemployment rate for overseas-born teenagers is generally higher than that of Australian-born teenagers, and although the ratio of the unemployment rates has varied considerably over time (see Figure 1.5), the forecasts imply an unusually high differential between overseas-born and Australian-born teenage unemployment rates. If the ratios of the Australian-born to overseas-born teenage unemployment rates were to remain in 1986 and 1991 at about the same level as obtained in 1984, then the labour market forecasts would imply that unemployment rates of both Australian-born and overseas-born teenagers would change only little from their levels in 1984.

Unlike their teenage counterparts, the unemployment rate of the overseas-born 20 to 24-year-old males is forecast to fall in future. Table 1.6 shows that the groups most likely to experience a continual rise in unemployment rates are the Australian- and overseas-born 20 to 24-year-old females. In the pessimistic forecast, unemployment rates of the Australian-born young adult females are expected to rise from 11% in 1984 to 13% in 1986, and 17% in 1991. The rates for the overseas-born young adult females are 15%, 21% and 28% for the three respective years. The optimistic economic forecast is unlikely to arrest or reverse this rising trend in young adult female unemployment arising from an expected increase in female participation in the labour force.

The IAESR forecasts suggest that by 1986, about one-third of overseas-born teenage males and females are likely to be unemployed. They also suggest that the more optimistic macro-economic situation in 1991 is unlikely to reduce this high rate of unemployment significantly, while a less favourable economic environment would further aggravate the problem by slightly raising the forecast overseas-born teenage unemployment rates to around 34-36% by 1991.

Table 1.6: Actual (1984) and projected (1986 and 1991) unemployment rates of youth by birthplace

	Actual	Forecast			
		Optimistic		Pessimistic	
	1984	1986	1991	1986	1991
15-19 year olds					
Male					
Australian-born	22.1	21	19	21	21
Overseas-born	26.4	34	33	34	36
Total	22.6	23	21	23	23
Female					
Australian-born	21.2	20	19	20	20
Overseas-born	26.7	33	33	33	34
Total	21.9	21	21	21	22
20-24 year-olds					
Male					
Australian-born	13.3	14	10	14	11
Overseas-born	18.6	19	14	19	16
Total	14.2	15	10	15	12
Female					
Australian-born	10.5	13	14	13	17
Overseas-born	15.3	21	24	21	28
Total	11.3	15	15	15	19

Sources: The Labour Force Australia, ABS

Notes: Forecasts for 1986 and 1991 were prepared by the Institute of Applied Economic and Social Research, University of Melbourne, for the Australian Institute of Multicultural Affairs.

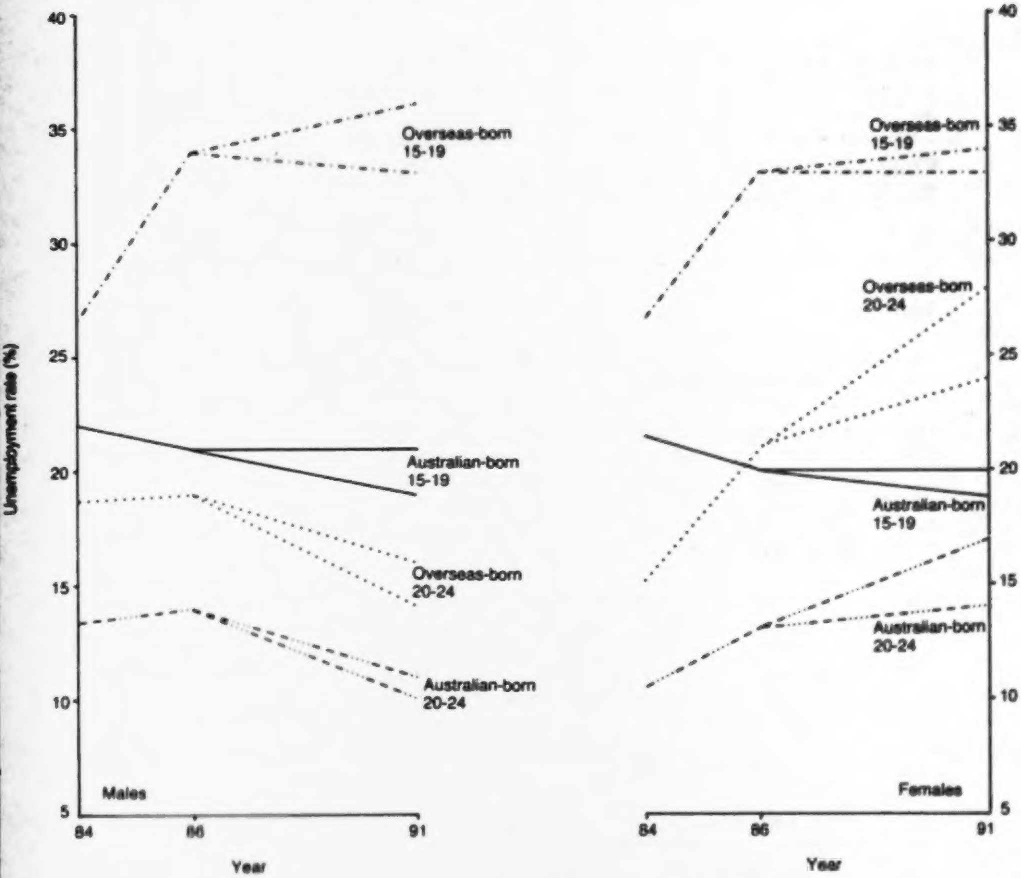

Figure 1.8 Actual and projected unemployment rate by birthplace, age and sex, 1984, 1986 and 1991

Sources: The Labour Force Australia, ABS (averages from January to July, 1984).
Forecasts for 1986 and 1991 are prepared by the Institute of Applied Economic and Social Research, University of Melbourne, for the Australian Institute of Multicultural Affairs.

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FOOTNOTES

1. Stromback, Thorston (1983).

2. See Blandy (1979), Feldstein and Ellwood (1979), Gregory and Stricker (1981), Stricker and Sheehan (1978), Stricker (1983).

3. See Stricker and Sheehan (1978), Storer (1981), Inglis and Stromback (1984), Miller (1982), Department of Education and Youth Affairs (1983) for discussions of this. Case studies have been carried out by some, e.g. Young, Petty and Faulkner (1980), Young, Cor and Daly (1983).

4. Apart from a special survey conducted recently by ABS on characteristics of migrants aged 18 years and over, no official data source contains any information on the employment status of persons who arrived in Australia as refugees. Owing to the restricted size of the survey, data on the employment status of refugees was not presented by age. (See: *Characteristics of migrants aged 18 years and over at time of arrival and who arrived after 1960, Australia*, March 1984. Preliminary, ABS, Catalogue No. 6249.0, August 1984.)

5. The following are the definitions used to identify labour force status:

   ### Employed

   Employed persons comprise all those aged 15 and over who, during the labour force survey week:

   (a) worked for one hour or more for pay, profit, commission or payment in kind in a job or business, or on a farm (including employees, employers and self-employed persons), or

   (b) worked for 15 hours or more without pay in a family business or on a farm (unpaid family helper), or

   (c) were employees who had a job but were not at work and were: on paid leave or leave without pay for less than four weeks up to the end of the survey week; stood down without pay because of bad weather or plant breakdown at their place of employment for less than four weeks up to the end of the survey week; on strike or locked out; on workers' compensation and expected to be returning to their job; or receiving wages or salary while undertaking full-time study; or

   (d) were employers or self-employed persons who had a job, business or farm, but were not at work.

   ### Unemployed

   Unemployed persons are those aged 15 and over who were not employed during the survey week, and:

   (a) had actively looked for full-time or part-time work at any time in the four weeks* up to the end of the survey week; and

(i) were available for work in the survey week*, or would have been available except for temporary illness (i.e. lasting for less than four weeks to the end of the survey week); or

(ii) were waiting to start a new job within four weeks from the end of the survey week and would have started in the survey week if the job had been available then; or

(b) were waiting to be called back to a full-time or part-time job from which they had been stood down without pay for less than four weeks up to the end of the survey week (including the whole of the survey week) for reasons other than bad weather or plant breakdown.

*Note: The Population Census differs from the Labour Force Survey in the definition of 'unemployed'. To be classified as unemployed in the census, a person needs to have actively sought work in the week (not the four weeks) preceding the census date, and need not necessarily have been available for work in the following week.

Labour Force

The labour force comprises all persons who during the survey week were employed or unemployed, as defined.

Not in the Labour Force

Persons not in the labour force are those who, during the survey week, were not in the categories 'employed' or 'unemployed' as defined. They include persons who were keeping house (unpaid), attending an educational institution (school, university, etc.), retired, voluntarily inactive, permanently unable to work, inmates of institutions (hospitals, gaols, sanatoria, etc.) trainee teachers, members of contemplative religious orders, and persons whose only activity during the survey week was jury service or unpaid voluntary work for a charitable organisation.

Unemployment Rate

The unemployment rate is the number of unemployed expressed as a percentage of the labour force (i.e. employed plus unemployed) in a given group.

Labour Force Participation Rate

The participation rate is the labour force expressed as a percentage of the civilian population aged 15 and over in a given group.

Duration of Unemployment

This is the period from the time the person began looking for work, or was laid off, to the end of the survey week. It measures current (and continuing) periods of unemployment rather than completed spells. For persons who may have begun looking for work while still employed, the duration of unemployment is defined as the period from the time the person last worked full time for two weeks or more to the end of the survey week. Average (mean) duration is obtained by dividing the aggregate number of weeks a group has been unemployed by the number of persons in that group.

Source: ABS The labour force Catalogue 6203.0, 6204.0.
DSS Quarterly surveys of unemployment benefit recipients

6. Employment, underemployment and unemployment, 1966-1983, Australia, ABS, Catalogue No. 6246.0, October 1984.

7. Committee of Inquiry into Labour Market Programs (1985) Report, AGPS, Canberra, p.34.

8. Unemployment beneficiaries at 30 June of each year, Department of Social Security statistics.

9. The estimated take-up rate is expressed as the number of unemployment benefit recipients as a proportion of the number unemployed. The estimates are rough as they are based on two different data sources. Not all persons defined as unemployed by ABS will be eligible for DSS unemployment benefit, and persons eligible for unemployment benefit may not be defined as unemployed by ABS.

10. Stricker and Sheehan (1978, p.21) have argued the possibility that '... an important influence on the growth of youth unemployment has been the increased participation in the labour force of married women, who have to some extent taken jobs which would otherwise have gone to juniors'.

The general decline in agricultural and industrial employment and growth of service sector employment (discussed in, for example, Henderson 1979) prompted Blandy (1979, p.25) to comment: 'the shift in industrial structure (the decline of manufacturing) adversely affected young men; young women were outcompeted by married women in the hunt for jobs'.

The Bureau of Labour Market Research recently concluded that 'changes in industry mix over the 1970s tended to affect adversely the employment of teenage males, but favoured the employment of teenage females. However, other factors meant that teenage males increased their share of employment within declining industries while teenage females lost part of their share in growth industries.'

A further long-term influence on youth unemployment rates is the fact that young people seeking work tend to be clustered in a narrow range of occupational groups, with skill imbalances for young people being greater for juniors than adults.

11. Singell, L.D. (1983).

12. 'Forecasts of labour force status of immigrant and first generation Australian-born youth, 1986 and 1991'. Report prepared by the Institute of Applied Economic and Social Research, University of Melbourne, for AIMA, May 1984. [Unpublished]

13. The IMP model of Australian economy was used to simulate two possible outcomes for the Australian economy in 1987 and 1990 (see Table 1.A6).

The first, labelled the optimistic outcome, assumes that the world economy grows at an average rate of 3.5% per year, that inflation in the world averages 7% a year and that the real price of oil rises on average by 2% a year. Real wage growth in the Australian economy is set at a level equal to productivity growth. The second, labelled the pessimistic outcome, assumes that the world economy grows on average at 2.5% a year, that world inflation averages 6% a year, and that there is no change (on average) in the real price of oil. Real wage growth in the Australian economy is assumed to exceed the rate of growth of productivity.

The input of the IMP model to this project was to provide forecasts of the employment to population ratio. The IMP model suggests that the aggregate employment to population ratio is not very sensitive to the different assumptions adopted for the two scenarios. For 1986, the model suggests that the employment to population ratio would be 0.54 under either scenario and in 1991 would be 0.55 with the more optimistic outlook and 0.54 with the more pessimistic outlook.

Projections for the years 1986, 1991 and 2001 on the 15 to 24-year-old overseas-born population by birthplace and sex, and Australian-born by sex and birthplace of mother were made by the Department of Demography, ANU, under the direction of Dr Charles Price and provided to the IAESR to assist in their simulations.

The period described in Chapter One has also been one of considerable changes in the role of labour market programs and services. During the post-war economic expansion, with its related development of the immigration program, unemployment remained minimal in comparison to present-day levels, and labour training programs were small and directed to specific goals. It was a comparatively simple process for the Commonwealth Employment Service (CES) to operate as a labour exchange directing school leavers, migrants and other job-seekers into employment.

The situation began to change during the early 1970s. Although immigrant arrivals into the labour force slowed, unemployment, particularly among young people, began to increase as Australia entered the early stages of an economic recession. In March 1973 there were 84,600 people registered as unemployed with the CES. At that time training schemes were concentrated upon specific groups such as ex-service personnel, war widows, Aborigines and workers made redundant. In 1973 there were 16,761 commencements under the fourteen Commonwealth schemes which had as an objective the preparation of people for entry or re-entry into employment.

The Commonwealth Government also moved to consolidate labour market programs and services; the National Employment and Training Scheme (NEATS), announced in 1973, was a general assistance program that assumed the roles of five previous schemes, and the Regional Employment Development Scheme (REDS) was established in 1974 as an employment creation scheme that would also assist local communities' development.

Demands on both NEATS and REDS were unanticipated. The latter, having been established with an expected expenditure of $2m per month, cost $60m in its first year and $123m in its second. As unemployment increased in the mid-1970s government policy moved from consolidated programs to the creation of individual programs and schemes, each designed for a specific purpose or client group. This policy of Commonwealth intervention through labour market programs, created in response to specifically identified areas of need, has continued into the 1980s.

In 1983/84 the numbers assisted through Commonwealth employment and training programs ran to considerably more than half a million persons - a dramatic increase from the numbers assisted ten years earlier. Expenditure on programs exceeded $800m (see Appendix Tables 2.A1 and 2.A2) of which $387.6m was spent on job creation programs, $139.8m on youth training programs, $109.9m on trades training programs, $53.4m on transition education and the Participation and Equity Program and $52.7m on programs for the disabled, Aborigines and job-seekers with special needs. The CES, with full or partial responsibility for the delivery of several major labour market programs, combines this role with servicing job-seeker registrants, who at the end of 1983/84 numbered 741,753. It has thus expanded into a very large and complex organisation, administered through a series of structural levels, and with a greatly expanded network that now includes several hundred offices.

2.1 EMPLOYMENT AND TRAINING PROGRAMS

Current Commonwealth labour market programs and services have developed from a number of initiatives that had their origin in the early 1970s. At that time there was particular concern at rising unemployment in areas outside the capital cities and among youth. In 1972 unemployed CES registrants aged under 21 comprised slightly over 30% of the total registered unemployed, more than twice the proportion they had constituted at the height of the post-war economic expansion. Other labour market concerns at the time included the effects of technological development, changing circumstances in Australia's international trade and structural changes in some industries.

Early in 1973 the then Minister for Labour proposed a National Employment and Training Scheme to replace the various small employment training schemes that had been previously created to serve specific client groups. Before its detailed consideration of this Scheme, the Government, in December 1973, appointed a Committee of Inquiry into Labour Market Training to investigate the role of training in manpower policy, the extent to which opportunities for training or re-training should be offered, methods of training, selection of trainees, levels of allowances and the rationalisation of existing schemes.

The Committee reported in May 1974 (the Cochrane Report). Among many recommendations it proposed that 'early action be taken to establish a comprehensive Australian labour market training scheme'.[1] Following receipt of the report, the Government announced the establishment of the NEAT and RED Schemes.

One result of the report was the General Training Assistance (GTA) Scheme, instituted in October 1974, as part of NEATS, to assist individuals with previous work experience who had difficulties in obtaining employment because of lack of qualifications and/or skills. GTA reached its height in 1977/78 with 37,800 new approvals at a cost of $36.6 million. In 1983/84, 3,353 trainees were assisted through this Scheme at a cost of $5.6m.

Under GTA, two types of assistance are provided: formal training allowances to trainees and on-the-job subsidies to employers. The allowances are available for training in occupations assessed by the Department of Employment and Industrial Relations (DEIR) as providing a reasonable chance of employment upon completion of training. The on-the-job subsidies are available when a CES office is unable to refer a suitably experienced or qualified job-seeker to a vacancy. The employer may be paid a subsidy to provide on-the-job training for an eligible person referred by the CES.

The formal training allowance is an income-tested living allowance comprising a basic component equal to the unemployment benefit plus a training component. Additional minor allowances are paid for compulsory fees, books, equipment, living away from home allowance and relocation expenses. The on-the-job subsidy is based on a schedule of maximum training periods for each occupation. The two allowances may be combined.

Another response to the Cochrane Report was a Cabinet decision in August 1974 to establish the Group One Year Apprentice Scheme (GOYAS), introduced in 1975, to utilise training capacity regarded as surplus in Commonwealth and state establishments. It provides assistance to private sector employers towards apprentice costs, including the total cost of wages and allowances other than workers' compensation premiums, and to public sector training establishments for additional training costs incurred. In 1984 about 210 apprentices were assisted.

Two other apprentice programs were introduced in 1974. Under the Pre-Apprenticeship Allowance Scheme, allowances are paid to students who undertake trades-based pre-employment training where they are not eligible for a higher level of assistance from other Commonwealth sources. Initially the Scheme was restricted to pre-apprenticeship courses and school leavers. About 1,089 participants were approved for the allowance in 1983/84. Under the Special Assistance Program (SAP) three forms of assistance are made available: a wage subsidy for up to 17 weeks to an existing employer of an apprentice who faces retrenchment; a 26-week wage subsidy to employers who engage and re-indenture an out-of-trade apprentices; and a training allowance for up to 12 months to retrenched apprentices to allow completion of basic trade-training courses or practical off-the-job training. About 4,220 apprentices were assisted in 1983/84, a year that saw by far the highest participation and expenditure on SAP in the program's history, due to the dramatically increased level of apprentice retrenchments in 1982/83.

Since 1976, Commonwealth policy has moved from comprehensive labour market training schemes to the creation of programs directed towards specific sections of the community. That year saw the creation of two major programs which sought to address the needs of unemployed youth, an expanding group within the community upon whose problems public attention was increasingly becoming focused.

The Special Youth Employment Training Program (SYETP) was introduced in 1976 as a wage subsidy program for employers to provide on-the-job training to unemployed young people. Initially the program was directed at 1975 school leavers between 15 and 19 years of age who had been unable to find full-time employment. The target group was subsequently expanded to cover all 15 to 19-year-olds who had been unemployed and away from full-time education for at least six of the previous twelve months.

The eligibility criteria were changed again in October 1977 when the period of unemployment needed for entry to SYETP was reduced from 6 months to 4 months. In mid-1978, the subsidy was reduced from $67 to $45 and the subsidy period was reduced from 26 weeks to 17 weeks.

New guidelines were issued to CES in January 1979 to clarify the purpose of the subsidy: to encourage employers to take on trainees whom they would otherwise by-pass rather than those they would normally employ. Also in 1979 the Scheme was extended to Commonwealth employers. This allowed use to be made of Commonwealth resources to provide work experience and basic training for disadvantaged young people who were having difficulty competing on the labour market. The training and work experience to be given was intended to bring the trainees up to the standard expected by employers when they were recruiting. All positions were to be available strictly for the 17-week period. Retention was neither intended nor possible given that positions were all temporary and supernumerary.

In April 1980, young people who were unemployed continuously for four months following placement under SYETP were made eligible for a second 17-week subsidised period of assistance. In February 1981, Extended SYETP was introduced for those 18 to 24-year-olds, unemployed and away from full-time education for 8 out of the preceding 12 months. In August 1982, the weekly subsidy rates for both forms of SYETP were increased.

In September 1982 administrative arrangements were altered to maximise the opportunities for eligible young people to benefit from SYETP. Eligible job-seekers were encouraged to approach potential employers on their own behalf and, to assist them in doing so, were given self-canvassing cards outlining their SYETP eligibility. Similarly, employers were permitted to make preliminary arrangements to engage SYETP participants themselves, rather than select solely from those sent by the CES as had previously been required. These changes meant that the concept of 'below normal recruitment requirements', introduced in the guidelines in January 1979, was re-defined as simply the qualifying period of unemployment. The revised guidelines were issued in January 1983.

In July 1984, as a result of the Interim Report of the Inquiry into Labour Market Programs, the subsidy levels for Standard and Extended SYETP were changed from flat rates to age-related rates. Other changes initiated in response to the Interim Report include:

- a requirement that CES give priority to the longer term unemployed when referring eligible job-seekers to SYETP vacancies
- a provision that job-seekers would not be subsidised under Standard SYETP if they have worked in the same type of job previously unless substantial new skills are learned
- a requirement that employers retain one in every three subsidised workers for at least two months beyond the period of subsidy.

This was introduced to counter both official and community concern that employers may have been using the scheme as a means of obtaining an on-going supply of subsidised labour.

There has been a substantial shift between SYETP's four components. Since the introduction of Extended SYETP in 1980/81, expenditure on this strand has risen substantially to a point where it now constitutes the largest component. In 1984/85 it is anticipated that expenditure on Extended SYETP will exceed Standard SYETP by 28%.

Appendix Table 2.A3 outlines the development of SYETP since 1976/77. Expenditure has risen from $6.6m in 1976/77 to $120.2m in 1983/84 but, as a proportion of total expenditure on labour market programs, it has fallen from 20.8% to 15.4%. Despite this decline in share of expenditure, SYETP assists more people than any other program: the number of participants has risen from 9,590 in 1976/77 to an anticipated 87,422 in 1984/85.

The final report of the Committee of Inquiry into Labour Market Programs recommended the Program's abolition, and its replacement by a traineeship scheme, once again combining work experience with formal training.

Also introduced in 1976 was the Community Youth Support Scheme (CYSS), providing grants to community-based projects for supportive services for young unemployed people. In the first year, 63 projects were initiated and attracted an estimated 5,400 participants, with expenditure on the Scheme at $0.57m. Appendix Table 2.A4 outlines the expansion of CYSS.

Almost since its initiation there has been uncertainty about the role of CYSS in assisting young unemployed, and the means appropriate to this aim. The Scheme has had four different sets of guidelines defining its objectives and administrative arrangements, and there has been considerable debate about its role within Commonwealth employment and training programs.

The first guidelines presented the Scheme as complementing other Government action 'to increase employment and training opportunities for young people'. However, definitions of aims provided a broader context than that implied by employment and training opportunities.

> The Scheme seeks to encourage community action toward the provision of supportive programs and services available to the young unemployed...The aims of the Scheme are to improve the ability of unemployed youth to apply for jobs and obtain employment, to keep them oriented to work and to help maintain them with a sense of direction and purpose.[2]

Although the Scheme was stated to be employment oriented, projects were not allowed to undertake direct job placement, employment training, job creation or the production of items for sale.

In 1977, a DEIR evaluation of CYSS concluded that while the Scheme benefited participants, it had been designed as an interim measure and it was considered 'unlikely that such support [could] indefinitely continue to be effective'.[3] New guidelines were introduced in 1978, replacing the previous broad objective of CYSS to provide 'supportive programs and services' with that of 'helping unemployed young people maintain their morale and orientation towards work'.[4]

The 1978 guidelines were more specific and less flexible than those previously issued. Although they emphasised the employment orientation of the Scheme at the expense of its general welfare function, they continued to preclude job placement activities, formal job skills training, and production of goods for sale.

Following criticism of the guidelines as too rigid and restrictive, CYSS was again evaluated by DEIR and provided with a set of less prescriptive guidelines in December 1979.[5] The Scheme's supportive character in assisting communities develop their own responses to the needs of the young unemployed was stressed and only broad guidance on activities was provided.

In August 1981 the Government, having decided that education and training schemes should be given higher priority, announced that the Scheme would be terminated. The decision evoked a national 'Save CYSS Campaign' which resulted in the withdrawal of the decision and the establishment of a Task Force to undertake consultations on the future development of CYSS.

The Task Force reported that in the consultations 'very strong emphasis was placed on maintaining positive attitudes to employment and in achieving employment' and that in view of the lengthy periods of unemployment, the program should aim at 'enabling unemployed young people to develop self-reliance in coping with their financial and social problems'.[6] These aims were recommended by the Task Force to be adopted as the objectives.

The most recent guidelines were introduced in January 1982. They strongly emphasise the employment orientation of the Scheme.[7] CYSS is described as a 'manpower program' and projects are said to 'concentrate on improving the employability of their participants'. Recreational activities are permitted but only if they are 'incidental' and 'contribute to achieving the manpower objectives of the Scheme'.

In its Interim Report of May 1984 the Committee of Inquiry into Labour Market Programs made a number of recommendations for the short term development of

CYSS. For the long term, the report saw the need for the development of a permanent national youth service. This recommendation was endorsed by the final report of the Committee, which recommended further development of CYSS in areas of management, funding and training. It would be supported by the Commonwealth, state and local governments, and would provide locally based advice and referral services.

Community Youth Special Projects (CYSP) began as a component introduced into NEATS in 1977. The projects were established as a separate program in 1982 with guidelines issued in July of that year. CYSP funds non-profit organisations, including voluntary service and church groups, as well as local government authorities. Most are required to share costs with the Commonwealth on a 1:3 basis. Courses funded under CYSP are expected to be full-time for a minimum of 12 weeks and a maximum of 12 months. The common components of courses comprise vocational training in occupations where employment is likely, work-related training and education including life skills, personal development and remedial education, and work experience.

To be eligible, participants must be aged 15 to 24 and unemployed for a minimum of 4 of the previous 12 months, with encouragement given to the participation of those unemployed for at least 8 of the previous 12 months. Organisations are required to give consideration to special provisions to encourage the participation of particularly disadvantaged groups such as migrants. An allowance equivalent to the transition allowance is paid to approximately 54% of participants under conditions applying to EPUY trainees. The Scheme assisted approximately 1,780 trainees in 1983/84 at a cost of $2.79m.

The major program through which the Commonwealth intervenes in the apprenticeship system, the Commonwealth Rebate for Apprentice Full-time Training (CRAFT), was introduced in 1977 with the objectives of increasing the number of apprenticeship training places and improving the quality of training. CRAFT replaced the earlier National Apprenticeship Assistance Scheme and, from its inception, was envisaged as the main source of Commonwealth funding for apprentice training. Initially involving three methods of assistance, it has responded to changes in conditions influencing apprentice take-up and training by the introduction of further categories of assistance. These have included cash rebates to employers to take on extra apprentices, and incentive rebates to encourage them to indenture female apprentices and young people who have completed pre-apprenticeship training courses. In 1983/84 about 82,000 apprentices were assisted under CRAFT and expenditure amounted to $86.57m.

CRAFT provides rebates to employers for the productive time lost through their apprentices attending formal basic trade courses in TAFE, or training in employer or industry training centres. Technical Education Rebates, the major component of CRAFT, apply to apprentices released to attend TAFE courses. Off-the-job Training Rebates apply to apprentices released to attend training in employer or industry training centres. Other rebates, the Special Additional Employment Incentive and the Pre-vocational Graduate Employment Rebate, introduced in March 1984, provide incentives for the employment of additional apprentices, female apprentices and graduates of trades-based pre-employment courses. Living away from home allowances (LAFHA) are paid to first- and second-year apprentices who are required to live away from home to take up or continue in an apprenticeship.

The Volunteer Youth Program (VYP) was introduced in 1979. It provides grants to non-profit organisations to assist with the establishment, operation and development of VYP projects which act as referral agencies to facilitate the placement of unemployed young people in voluntary community service work. The Program seeks to assist young people maintain and develop their capacity to obtain and retain employment and to promote community involvement through identification of community service opportunities, regular placement of individual participants in voluntary community service activities, monitoring the individual's progress, and providing advice, information and referral of participants to other agencies. Participants retain any eligibility they may have for unemployment benefit. In 1983/84, approximately 2,200 people were assisted through twelve projects at a cost of $0.39m.

Three small programs were introduced in 1980. The Training Program for Special Needs Job-seekers (SNJ) has the objective of achieving greater equity in the labour market for unemployed persons at particular disadvantage, through the use of special employment and training provisions. The type of assistance provided encompasses on-the-job training subsidies to employers and training allowances for participants in training programs for the disadvantaged.

The target group is defined as those unemployed persons registered with CES who are having difficulty in finding or keeping employment for social, cultural or similar reasons. Initially the guidelines mentioned migrants and refugees as an eligible group. However, the new guidelines of November 1984 replaced migrants and refugees with those job-seekers faced with disadvantages such as illiteracy and inability to learn or use English. About 1,675 persons were assisted under this program in 1983/84 at a cost of about $1.85m.

The Skills in Demand (SID) Program provides wage subsidies to employers for on-the-job training and for the release of workers to attend full-time formal training. The Program aims to overcome skill shortages by providing training in skills needed by industry. Selection criteria for trainees are developed as part of each SID training proposal and preference is given to those unemployed who meet the agreed criteria. However, if insufficient suitable unemployed are available, employed people may be recruited. About 400 persons were assisted by the Program in 1983/84.

The Special Trade Training Program (STTP) was introduced for mature-age apprentices in June 1980. The objective was to alleviate skills shortages expected to arise from major resource developments and to demonstrate the viability of adult trade training. The first major project under the Program was to train mature-age apprentices for the North West Shelf Development Project in Western Australia, and by 1983 training programs also operated in New South Wales and Queensland. Targets for the program were not reached and DEIR evaluation indicated a non-completion rate of 25-30%. Factors cited for this were changes in economic circumstances and the subsequent cancellation of some proposed resource developments. The Program is currently being wound down.[8]

STTP went through a rapid transformation, emerging in January 1983 as STTP - Additional Trade-Based Pre-employment Course Places. The objectives of this component are to provide expanded trade training opportunities to young people unable to obtain apprenticeships, and to maintain the level of trade training in the light of reduced apprentice intakes and reduce the likelihood of future skills shortages. The method of achieving this is to increase the number of trades-based pre-employment course places beyond those funded by TAFE. As from

1984, provision has been made made for advanced courses for young people who have already completed a pre-vocational trades-based course, and for support for special courses for females. In 1983/84, 4,400 TAFE places were funded under STTP at a cost of $9.6m.

The Group Apprenticeship Support Program (GASP) was introduced in 1981 to provide assistance, shared by the Commonwealth and the states, for the administrative costs of group apprenticeship schemes run by industry or regional bodies. In these schemes, groups of employers form companies which act as the employer of apprentices which are then leased to individual participating employers. In 1983/84, 32 projects were supported involving about 1,400 additional apprenticeships principally for out-of-trade apprentices, graduates of pre-apprenticeship courses and female apprentices.

In 1982 two new programs were established, both TAFE-related. Experimental Training Projects (ETP) aim to enable DEIR, through its regions and CES offices, to respond quickly to local labour market needs by negotiating for courses directly with providers. The program funds training courses in TAFE, particularly for entry-level occupations outside the traditional trades. Courses supported have covered a range of occupations from drilling roustabouts to soya bean croppers.

Labour Adjustment Training Arrangements (LATA) were introduced in May 1982. It aims to upgrade, update and broaden the skills of redundant workers so as to enhance their employment prospects outside the retrenching firm or industry. Training is provided through special courses in TAFE, private educational institutions and industry training facilities.

Initially LATA was restricted to workers made redundant from the steel industry in Wollongong, Newcastle and Whyalla. Assistance has subsequently been extended to workers made redundant from International Harvester, Corio, Victoria; firms within the steel industry regions which supply goods or services to the steel industry; and the coal mining industry in New South Wales. By the end of 1983, 2,346 retrenched workers had been assisted.

Recent employment generation initiatives stem from the Wage Pause Program, under which the Commonwealth utilised budgetary savings, achieved through a 12-month wage pause, to fund projects making a worthwhile and long-term contribution to meeting community needs and enhancing the employability of participants. The first projects were approved in March 1983. The Program's target was the long-term unemployed with 50% of its $200m funds directed to the young unemployed. Equal numbers of males and females were to participate. Projects were to be labour intensive and include a skills training component. They were managed by local and state government agencies and voluntary organisations. Funding for projects was terminated in June 1984. During the life of the program 21,160 jobs were created.

The most recent Commonwealth program, the Community Employment Program (CEP), was introduced in 1983 and is the only current program with the stated primary objective of creating employment. It is a three-year program with the broad objective of creating additional employment opportunities for unemployed persons through the funding of labour intensive projects of social and economic benefit to the community. All vacancies created under CEP must be lodged with CES which is responsible for referrals to all CEP positions.

CEP comprises four components: job creation projects in the states and territories which is the largest component; Commonwealth Government projects; Jobs on Local Roads (JOLOR) Program; and the Country Towns Water Supply Improvement Projects (COWSIP), discontinued in 1984/85, although funds were available to complete projects commenced in 1983/84.

Eligible project sponsors are state or territory government instrumentalities, local governments, and community and other non-government agencies. In revised guidelines of July 1984, the contribution expected of local government and community organisations was effectively reduced from 30% to 20%. CEP projects are required to provide worthwhile work experience and/or training for a minimum of three and a maximum of twelve months.

Two levels of administrative structure have been established to approve grants. Project proposals are initially processed by joint Commonwealth-State secretariats which determine whether basic guidelines are met and recommend approval or rejection. Projects are assessed by a Consultative Committee in each state/territory comprising Commonwealth and state government, local government, union and other non-government representatives. These committees consider the relative merits of all eligible applications and make recommendations to both state and Commonwealth ministers for approval, deferral or rejection in accordance with the targets and objectives of the Program.

The state or territory Consultative Committees are given multiple, unranked priorities in assessing submissions. Preference is to be given to areas of high unemployment, achieving an 'appropriate balance' of projects between metropolitan and rural areas based on population distribution, and projects which give equal access to women (with a target of 50% of placements). Preference is also to be given to projects which employ those groups who experience labour market disadvantage: Aborigines, migrants with English language difficulties and the disabled. Projects offering the potential of continuing employment after the cessation of CEP funding also receive priority consideration. Projects receiving a second round of funding are not permitted to use funds to employ any participant for a period longer than 12 months. Where a person is employed on a number of CEP projects, the cumulative maximum period of employment cannot exceed 12 months. Whereas the Wage Pause Program had a requirement that half the participants had to be 25 years or over, CEP does not.

To be eligible to participate a person must be unemployed and continuously registered for full-time work with the CES for the previous three months. Priority is given to those persons who have been unemployed for the previous nine months or more; who have never worked; or for other reasons are in need of immediate employment; or who belong to a disadvantaged group.

The DEIR administers all Commonwealth-funded employment and training programs and is involved with administration of transition allowances for the Department of Education's Participation and Equity Program (PEP). DEIR involvement in administration and delivery varies according to the type of program and assistance provided. However, for most programs the CES has a significant role in delivering and providing access. Thus, for instance, where allowances are paid to individuals, DEIR through CES may be involved in assessing eligibility, determining the level of allowance, and arranging payment. Where grants are made to organisations, or places are funded in education institutions, DEIR involvement may be limited to determining the size of the grant or the number of places funded. Under wage subsidy programs to employers, DEIR involvement, again through CES, is more extensive requiring matching of clients to vacancies, arranging agreements with employers, some supervision of placements, and follow-up at the end of the subsidy period.

As stated by DEIR, the objectives of Commonwealth intervention in the labour market, additional to job creation which is undertaken under WPP and CEP, are:

- to improve the quantity and quality of skills within Australia by helping individuals to acquire skills and by supporting the efforts of industry to meet its skill needs, particularly through the apprenticeship system
- to help achieve equity in the labour market by providing work experience and training opportunities for those experiencing particular difficulty
- to improve labour market efficiency through an effective job placement and advisory service and by promoting job mobility.[9]

DEIR categorises the various programs under the headings of trade training, skills training, work experience and training for youth, special training, the Adult Wage Subsidy Scheme, community-based youth programs, employment services and employment creation. In 1983/84 Commonwealth expenditure on these programs amounted to $810m, with CEP, WPP, SYETP and CRAFT accounting for 73.4% of expenditure on employment and training programs (see Appendix Table 2.A2).

The major DEIR employment and training programs of relevance to youth are the Special Youth Employment Training Program, the Wage Pause Program and the Community Employment Program, the Community Youth Support Scheme, the Commonwealth Rebate for Apprentice Full-time Training, and the Transition Allowance Scheme. Extending across the Department's classification of programs they encompass education-based training, employment-based training, work experience, community support, and structured training through a combination of on-the-job and education-based training. The assistance they provide includes allowances to individuals for education courses, wage subsidies to employers for additional employees, or rebates to employers to provide time release for apprentices to undertake training, and grants to organisations for community activities. Programs more specifically related to the education system are discussed in Appendix Two.

2.2 CONCLUSIONS

When it came to office in March 1983, the present Commonwealth Government inherited a complex and diverse configuration of labour market programs to which it has added the Adult Wage Subsidy Scheme, PEP and CEP. Late in 1983 the Government established a Committee of Inquiry into Labour Market Programs to review program objectives and cost-effectiveness and to consider ways in which they could be rationalised and integrated. The CEP and the CES were excluded from the Committee's terms of reference. The Committee handed down an Interim Report in May 1984 which made a number of recommendations for the short-term development of SYETP, CYSS and apprenticeship training.

The Committee submitted its final report, currently under consideration, in January 1985. The Committee's findings relating to the development of labour market programs, are supported by the descriptions of a generally unstructured and unsystematic growth of programs in this chapter, and are therefore shared by this Review. The Committee concluded that:

- labour market policy has evolved without a comprehensive, integrated and clearly defined set of priorities
- program development has been ad hoc with little attention given to links between programs or rationalisation of programs
- unnecessary complexity in program presentation has given rise to confusion
- there is a reactive and short-term rather than a planned approach to labour market needs
- insufficient links have been developed between labour market programs and other intervention such as post-secondary education and income support.[10]

Similarly, the lack of co-ordination and integration between the education and training systems, labour market programs and employment, demonstrated in this chapter, was addressed by the Committee. It 'formed the view that the lack of cohesion in the education, training and employment areas results in large part from weaknesses in the machinery established for developing policies and programs in these areas and, in particular, from the inadequacy of the structure for co-ordinating and providing national direction'.[11] In order to overcome these weaknesses the Committee has recommended the establishment of a National Council for Training and Employment to advise the Minister for Employment and Industrial Relations on the co-ordination of employment, training and education policies.

The Committee perceived the primary rationale for labour market policy to be ensuring that all Australians have the opportunity to participate fully in the labour market. From this basis, it argued in favour of a needs-based approach to individual requirements, in which individually tailored packages are devised in combinations of employment, training and education within limits set by the available assistance.

In terms of program development the Committee has recommended modifications to the existing set of programs. It has proposed a traineeship scheme for 16 and 17-year-old school leavers who have not completed Year 12; an adult training scheme for those 18 years or older; an adult wage subsidy program focused on the disadvantaged; and an amalgamation of community-based programs: CYSP, VYP and the Work Preparation Program for people with disabilities into a single labour market program, and the evolution of CYSS into an Australian Youth Service.

Under the proposed traineeship scheme 16 and 17-year-olds would be trained in fields outside the trades through a combination of employment and training courses, with income support provided through trainee wages negotiated with employers. Trainees would be contracted to employers or groups of employers by state training authorities. Wage subsidies would provide inducements to employers to employ the disadvantaged. Training courses would be provided by TAFE. The Committee envisages that 75,000 places could be provided at a cost of $130m by 1988 and that the Scheme would replace the provisions for the 16 to 17-year-olds in SYETP, ETP and PEP.

For those aged 18 years and over, the Committee proposes an adult training program. A new indexed training allowance would facilitate participation in TAFE training courses for a period of up to 12 months. The Committee envisages this program would replace Skills in Demand, LATA, the formal training allowance of GTA and the Training Programs for the Disabled and Special Needs Job-seekers.

The Committee also proposes a wage subsidy scheme for those unemployed who are disadvantaged. This scheme would merge wage subsidies currently paid under the AWSS, SYETP, the on-the-job training allowance of GTA, and the training programs for the Disabled and Special Needs Job-seekers. Subsidies for those under 18 years would be phased out as the new traineeship scheme came into operation. Subsidies would be paid for a period of 6 months and levels would be determined by a grid-matrix system, which would provide increased levels according to age, duration of unemployment and disadvantage. National numerical targets would be set for women and for disadvantaged groups. The CES would determine which job vacancies would attract a subsidy.

The Committee recommends that where eligibility for program participation is tied to duration of unemployment this should be 6 months, with periodic reviews as labour market conditions change. In the case of the three proposed programs, the Committee recommends that 50% of places be available to women and, in the case of the adult programs, the unemployment eligibility criteria be waived for groups considered by the CES to be disadvantaged. Targets for these groups are to be set according to their relative disadvantage as indicated by the groups' rates and durations of unemployment.

The Committee's recommendations are currently under consideration by Government. The proposed traineeship scheme for 16 and 17-year-olds was endorsed in principle.

FOOTNOTES

1. Committee of Inquiry into Labour Market Training (1974), p.vii.
2. Department of Employment and Industrial Relations (1976)
3. Department of Employment and Industrial Relations (1977)
4. Department of Employment and Industrial Relations (1978)
5. Department of Employment and Industrial Relations (1979)
6. Task Force on the Review of Guidelines for the Community Youth Support Scheme (1981)
7. Department of Employment and Industrial Relations (1982)
8. Department of Employment and Industrial Relations (1984), Vol. 2, p.11.
9. Ibid, p.vii.
10. Committee of Inquiry into Labour Market Programs (1985), p.90.
11. Ibid, p.183.

Chapter One documented the impact of rising unemployment levels on migrant youth over the past 13 years, and the increasingly diverse set of Commonwealth labour market programs and services devised to assist the unemployed. The data suggests that no group has been immune to the continued deterioration of the labour market, and that those who are young, and those who are overseas-born, have been at a particular disadvantage in obtaining employment. In the case of overseas-born youth, those with poor English language proficiency and those who are recent arrivals have faced greater difficulty in gaining employment. However, a more precise determination of those who are disadvantaged in the labour market and the nature of their specific needs is required in order to assess programs and their suitability.

The existing data available to the Institute for the examination of the characteristics of migrant youth experiencing unemployment was subject to a number of limitations. As a result, much of the information needed had to be independently collected. The Institute saw it as a major task to obtain as much direct information as possible. In addition to extensive program reviews, consultations and analysis of census data, the approach to obtaining information from youth had three major components:

- a pilot qualitative field study of migrant youth in selected areas of Sydney and Melbourne
- a large-scale and comprehensive quantitative survey, the 1983 General Survey, administered to both Australian-born and migrant youth in Sydney, Melbourne and Adelaide
- a subsequent survey, the 1984 General Survey, which re-interviewed some initial survey respondents.

These sought data to enable an examination of a wide range of factors relevant to the labour market experience of overseas- and Australian-born youth. Analyses of the data were directed to providing an understanding of youth unemployment in general, and the labour force participation of migrant youth, compared to that of the Australian-born.

The studies found considerable variation in the labour market experience of overseas-born youth compared to the Australian-born. While migrants generally experienced higher rates of unemployment, these varied from a high of 30% for Vietnamese-born and Arabic-speaking youth to a low of about 15% for UK/Eire- and Italian-born youth (the 1984 General Survey). Similarly, the two General Surveys identified major variations between the birthplace groups in terms of schooling; work experience; career counselling; post-secondary education; English language proficiency; length of residence; job mobility; job-seeking strategies; employment and unemployment experience; and use of CES and labour market programs and services.

Multivariate analysis applied to existing data and to the General Surveys identified a number of factors which were significant in accounting for differences among individuals. These were age; gender; years of schooling; technical education and tertiary education; employment while at school; occupational status; level of skill of jobs held; years in the labour force;

and English language proficiency. Other factors examined were found to have a very limited impact on unemployment experience. Further, evidence to support the view that birthplace was of major significance in accounting for differences in unemployment experience was limited. Birthplace differences observed in the General Surveys were largely accounted for by the factors listed above.

Finally, the General Surveys confirmed that those most at risk of unemployment were generally the young, those who had recently entered the Australian labour force either from an Australian school or from overseas, and who were without vocational training or prior work experience. Individuals having a combination of these factors were identified as a high risk group likely to experience significant periods of unemployment. In addition, among the overseas-born, those most at risk lacked proficiency in English.

3.1 THE 1983 AND 1984 GENERAL SURVEYS

In assessing the birthplace data on youth unemployment provided by the Australian Bureau of Statistics (ABS) through the Population Census and the monthly Labour Force Surveys, as well as from the Department of Social Security (DSS) surveys of unemployment benefit recipients, a number of limitations were evident, both in the detail they provided, and the analysis they allowed.

First, the specific information collected on unemployment itself is limited. In the case of ABS data, the unemployed are defined as those not in employment but who are actively seeking work and are available for work at the time of the survey. However, the pattern of unemployment experienced by an individual can vary quite significantly over time. Neither unemployment at a specific time, nor even the duration of unemployment most recently experienced by an individual (as in the case of DSS data) is informative about such patterns. Information on unemployment experiences over time is required to take account of variations in the total duration of unemployment experienced by individuals, the number of separate periods of unemployment they experience, and the relationship unemployment bears to total time spent in the labour force. Information on these aspects of unemployment cannot be obtained from the ABS and DSS data analysed in Chapter One.

A second issue relates to the range of information available on each individual included in the ABS and DSS surveys. The ABS Population Census and Labour Force Surveys collect data on a number of individual characteristics including age, gender, marital status, education and some features of family background. In comparison with ABS data, the information collected by DSS is more restricted. Neither the ABS nor DSS normally seek to obtain data on other characteristics of individuals relevant to understanding the employment experiences of migrant youth. Such additional data would include information on family support networks, job-seeking strategies, the nature and sources of information about labour market programs and services, details of work experience and career counselling. Given this, any examination of the factors related to unemployment is itself restricted.

A third aspect of the data available from ABS and DSS relates to the way in which it is released for analysis. In most cases, separate data detailing information on characteristics is not provided for each individual. Rather, it is usually released in tabular form.

3.1.1 Survey Methodology

In the context of a dearth of adequate data, the Institute decided to collect original data of its own. This was initiated in February and March 1983, when field work was undertaken among mainly unemployed migrant, including refugee, youth in Sunshine (Victoria) and Fairfield (New South Wales). Approximately 850 interviews were conducted with youth aged between 15 and 24 years. The field study gave an insight into factors significant to the labour market experiences of refugee and other migrant youth, thereby providing an orientation for the design and development of the 1983 General Survey.

The 1983 General Survey itself was carried out in April to June. The survey had three broad aims:

- to study the range of factors affecting employment and unemployment among young people, including factors relating to family background, education and birthplace
- to assess the availability and suitability of labour market programs and services for young people, including knowledge of and use of these services
- to estimate the impact of these programs and services on the employment opportunities of youth.

The sample for the survey was based on overseas-born aged 15 to 30 years from a number of communities in Melbourne, Sydney and Adelaide. These included persons born in the UK and Eire, Greece, Italy, Poland, Yugoslavia, Vietnam, Spanish-speaking (mainly from Central and South America) and Arabic-speaking countries. Persons born in Australia were included as a control group. It was not possible to sample all birthplace groups because response numbers for some would have been too low to permit reliable analysis. Nor was it intended that the survey groups chosen would reflect the employment experience of excluded birthplace groups.

In total, the 1983 General Survey resulted in 5,666 completed interviews. Over 74% of all 15 to 30-year-olds included in the sample were visited. Approximately 75% of attempted interviews were completed. The refusal rate for the survey was below 10%.

The 1984 General Survey aimed to:

- assess changes in the employment status of respondents
- complement data collected in the original survey
- verify data collected in the first survey by replicating specific questions.

The sample for this survey consisted of all overseas-born respondents to the 1983 General Survey, with the exception of the Polish-born (where the numbers were too small), and a group comprising half of the Australian-born respondents. The 1984 General Survey resulted in 2,521 completed interviews, with a completion rate of 67%. The completion rate was lower than that of the initial survey due to the large number of respondents who had moved and were uncontactable (17.5%). The refusal rate was just under 8%.

Further details of the methodology for the two General Surveys are given in Appendix Three, together with descriptive information on the characteristics of the respondents, and features of their preparation for, and entry into the labour market.

3.2 THE INCIDENCE OF UNEMPLOYMENT

The greater part of the analysis in Chapter One was based on ABS data, providing information on those unemployed at a particular time. Comparable data on unemployment rates by birthplace for the two General Surveys is presented in Table 2.1. In the 1983 General Survey, the Vietnamese-born had the highest unemployment rate (37%) followed by those born in Yugoslavia (33%). The lowest rate was for the Italian-born (17%) followed by the Australian-born (23%), Greek-born (25%) and those born in the UK/Eire (25%).

There were considerable gender differences in unemployment rates across the birthplace groups. Among males, the unemployment level ranged from 17% for the Italian-born to 38% among those born in Vietnam. For females, the Italian-born women had the lowest unemployment rate at 19%, while females born in Yugoslavia recorded the highest level at 40%. Further, two groups showed large disparities between the sexes in the levels of unemployment. Spanish-speaking males were far more likely to be unemployed than females: the reverse pattern existed among the Yugoslav-born, where females were much more likely to be unemployed than males.

For the 1984 General Survey, the overall unemployment rate was 20%. The highest rates were reported by the Vietnamese-born (36%) and Arabic speakers (33%). The Italian-born (15%), the UK/Eire-born (15%) and Australian-born (17%) reported the lowest. Again, there were considerable gender differences between the birthplace groups, with the greatest disparities being between the Arabic speakers, Spanish speakers, and UK/Eire-born[1].

Table 3.1: Unemployment rate by birthplace groups and gender (as a percentage)

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
1983									
Males	23	26	25	17	33	28	38	29	25
Females	23	25	25	19	21	40	38	32	26
Persons	23	25	25	17	28	33	37	29	25
Total (N)	(3,354)	(277)	(254)	(314)	(209)	(351)	(525)	(317)	(5,601)
1984									
Male	18	11	21	17	17	22	36	19	20
Female	15	20	12	13	25	27	36	43	20
Persons	17	15	18	15	22	25	36	33	20
Total (N)	(1,051)	(145)	(163)	(221)	(137)	(230)	(345)	(211)	(2,503)

Source: 1983 and 1984 General Surveys

Further details on the employment status of respondents are given in Appendix Table 3.A1. In the 1983 General Survey, 17% of all respondents were unemployed at the time of the survey, and 49% were employed. The overall unemployment rate (those unemployed as a percentage of the total in the labour force) was

25%. A further 14% were still at school, 7% were undertaking further study and 13% were not in the labour force for other reasons.

Employment ratios (the proportion of the total population employed) for each of the birthplace groups indicated that the Italian-born had the highest employment ratio (57%), closely followed by the UK/Eire-born (55%) and the Australian-born (53%). At the other end of the scale Spanish speakers had the lowest ratio (28%), followed by the Vietnamese-born (37%) and Arabic speakers (38%). The particularly low participation of Spanish speakers in employment reflected the large proportion still at school. Finally, while just over half (57%) of the Australian-born males were in employment, compared to just under half (48%) of the females, the situation among the overseas-born was that substantially more males were in employment than females - 52% compared to 35%.

The 1984 General Survey obtained similar information to that gathered in 1983 as shown in Table 3.A2. Overall, the proportion of the total population in employment was 54%. Of those employed, over 90% were in full-time employment. Wage and salary earners constituted the overwhelming majority of employed respondents. Self-employment was highest among Arabic speakers (15%) and Italian-born (11%) and lowest among Vietnamese-born (3%), Yugoslav-born (3%) and Australian-born (5%). Approximately 58% of respondents were in tertiary occupations, just over 40% in secondary occupations and the remainder in primary occupations. Australian-born were the most highly concentrated in tertiary occupations (71%). The Vietnamese-born were the most highly concentrated in secondary occupations (89%).

As found in 1983, the Italian-born, Australian-born and UK/Eire-born respondents in 1984 performed somewhat better than other groups as regards both employment ratios and unemployment rates. The lowest employment ratios and highest unemployment rates were for the Spanish and Arabic speakers, followed closely by the Vietnamese-born.

3.3 MOVEMENTS IN THE LABOUR FORCE

Variations in unemployment rates and employment ratios can result from quite different patterns of movement between employment, unemployment and entry into and exit from the labour market. Thus a high unemployment rate for one group, compared to another, may result from a greater proportion losing their jobs, or from school leavers experiencing greater difficulty in finding employment, or from a slower rate of return to employment on the part of those unemployed. The technique of 'flows' analysis can be used to examine these movements.[2]

The 1984 General Survey provides particularly useful data in examining such variations, as employment histories can be compared over the same twelve-month period, i.e. from mid-1983 to mid-1984. During that time around 3 in 10 of the respondents (708 individuals) had moved one or more times between labour market statuses. Table 3.A3 summarises the percentage distribution of movements between employment, unemployment, secondary school, and outside the labour force (excluding those in secondary school). Among these, the greatest number (36%) moved out of unemployment, almost all into employment. However, the second largest number of movements (27%) were out of employment: nearly three-quarters of those leaving jobs became unemployed, and the remainder left the labour force to undertake further education, to perform home duties, or due to ill health. Among those leaving employment, overseas-born respondents of non-English-speaking background were less likely to move into unemployment, compared with the Australian-born, and more likely to move out of the labour force. Students leaving secondary school comprised about one-fifth of the total movements over the year, with destinations fairly evenly divided between employment, unemployment and remaining out of the labour force.

Comparing the probabilities for different types of movement for each birthplace group, the Australian-born were more likely to move from employment to unemployment than the overseas-born (although the difference was by only about 8%).[3] The higher unemployment rates found among some overseas-born groups appear to be related to difficulties in finding a first job, whether after leaving school or from outside the labour market. Movement from employment to unemployment was most frequent among the UK/Eire-born, and least frequent among the Arabic speakers and the Vietnamese-born. For these last two groups, relatively high unemployment rates reflected the inability of school leavers to find employment, and their higher propensity to enter the labour force as unemployed persons, compared to other birthplace groups.

Age and gender effects were also important across the groups. In general, the younger the individual the greater the likelihood that leaving employment resulted in unemployment. Similarly, females were more likely to become unemployed than males. However, while an Australian-born aged 20 to 29 years was 50% less likely than a teenager to become unemployed on leaving employment, an overseas-born young adult was only 30% less so. The overseas-born were similarly more likely to move out of the labour force than the Australian-born, and this was particularly true for females, and more so for adults than for teenagers.

3.4 CONTRIBUTIONS TO UNEMPLOYMENT

The preceding analysis of movements between labour force statuses suggests group characteristics may have contributed to the observed differentials in unemployment rates. For example, persons born in Italy appear significantly less likely to be unemployed than other groups. It could be hypothesised that this has less to do with being Italian-born per se than with the fact that the Italian-born may have longer residence in Australia, a better education, or a range of other demographic or socio-economic characteristics which set them apart from other birthplace groups. The technique of multivariate statistical analysis can be used to identify the distinctive contribution of each of these factors to the unemployment rate of, in this example, the Italian-born.

As a first stage in identifying factors associated with the labour market performance of 15 to 24-year-olds, an examination was made of the relationship between unemployment rates and a number of characteristics measured by the 1976 and 1981 Censuses. Two separate logistic regression analyses were performed on the 1976 data involving, firstly, an examination of unemployment rates in relation to group characteristics. These included sex, locality of residence, age, marital status, qualifications, English language competence, and educational attainment.[4] The second analysis examined unemployment rates in relation to these variables as well as the variables of period of residence in Australia and birthplace of parents for the overseas-born, but did not explore the relevance of English language competence. The simultaneous consideration of English language competence and period of residence was not possible because this combination was not released by the ABS for the 1976 Census.

The results of the two multivariate analyses involving logistic regression are essentially similar (see Appendix Tables 3.A4 and 3.A5). While holding other factors constant, higher unemployment rates were generally found to be associated with being female, single or living in a non-metropolitan area. Those aged 15 to 19 had a significantly higher unemployment rate than those aged 20 to 24. Divorced, separated or widowed youth had a higher unemployment rate than those never married. Possession of trade or technical qualifications was generally associated with significantly lower unemployment rates.

With a small number of exceptions, these observed relationships held true for most of the 15 birthplace groups examined, as Appendix Tables 3.A4 and 3.A5 show. The analysis also shows that with some exceptions an inability to speak English was associated with a higher unemployment rate. Those overseas-born who had been resident for less than one year had higher unemployment rates than those who had been resident ten or more years. Period of residence made a difference among persons born in the UK and Eire, Germany, Greece, Italy, other Europe, New Zealand, Asia and Africa. In the other birthplace groups, recent arrivals did not appear to suffer worse unemployment than longer term settlers of similar characteristics.[5] It was also found that among youth born in Australia, those who had parents born overseas had unemployment rates higher than those of their Australian-born counterparts whose parents were born in Australia.

In terms of the consistency of effects across birthplace groups, educational level appeared to be the most important determinant of unemployment rate in this set of 1976 census data. Generally, higher educational attainment was associated with lower unemployment for the Australian-born and the overseas-born from an English-speaking background, notably those from New Zealand, UK and Eire. For several other birthplace groups, however, additional years of education were not always clearly associated with lower unemployment rates.

A similar analysis of 1981 census data extended the examination of 1976 data by relating unemployment rates to sex, age, marital status, qualifications, English language ability, educational attainment and period of residence for a larger number of birthplace groups.[6] The results, as shown in Appendix Table 3.A6, confirm the 1976 findings that after account was taken of other potential confounding variables, females, teenagers, recent arrivals, those having left school at an early age or without trade and other qualifications, the divorced, and those with poor spoken English suffered distinctive and significantly higher unemployment rates.

Results from the logit model analysis allow a comparison to be made of the predicted unemployment rates of the birthplace groups, assuming that the groups compared identically in respect of other factors which may affect unemployment rates. When account is taken of age, sex, age left school, educational attainment, marital status, spoken English ability and period of residence, Australian-born youth have a lower predicted unemployment rate (12.6%) than that of the overseas-born (14.8%). Among the overseas-born youth, the predicted unemployment rate of those from non-English-speaking backgrounds (14.0%) was lower than that of those from English-speaking countries (15.1%). Moreover, the data suggests that among several birthplace groups experiencing high unemployment (eg. Indo-Chinese-, Lebanese-, Turkish- and Polish-born), unemployment rates generally did not differ significantly with educational attainment, age, marital status, command of English or period of residence. The analysis suggests that the unemployment rates of these youth were not well explained by the group characteristics measured by the Census.[7]

While these multivariate statistical analyses allow inferences regarding factors related to unemployment, the data examined was limited by the range of variables that could be considered might influence a person's ability to secure employment. Such census data is further restricted by being made available as cross-classified tables, and not in terms of individual records. For a clearer understanding of the relationships between individual attributes and unemployment, it is necessary to look at data about individuals involving a wider range of relevant factors.

Data for such an individual-based analysis is provided by the 1983 General Survey. An overall comparison of those employed and those unemployed at the time of the 1983 General Survey is given in Appendix Table 3.A7, in terms of some of the characteristics identified as significant in the analyses of census data. Surprisingly, in the case of those surveyed, there was little difference in average age between the unemployed and the employed. However, women were more likely than men to have been unemployed since school and this pattern was common to both the Australian-born and the overseas-born. Similarly, in relation to education, the unemployed were less likely to have tertiary or further education qualifications than the employed, and the overseas-born as a whole were less well qualified than the Australian-born. The overseas-born unemployed, compared with the overseas-born employed, were also more likely to have resided in the country for a shorter time, were more likely to have arrived as refugees, and were likely to have significantly less proficiency in the English language.

Applying multivariate regression analyses to the 1983 General Survey data to identify those characteristics that appear to be related to whether a person was unemployed at the time when the survey was undertaken, gave some confirmation to the findings from the census analyses.[8] However, the most significant finding from these analyses was that while a range of individual characteristics - from age and gender to education and labour market experience - were related to point-in-time unemployment, the relationships are generally weak and the ability to explain the unemployment by individual characteristics was limited. The findings were similarly inconclusive for both the Australian-born and the overseas-born.[9]

This finding should not be surprising. The measure of unemployment used was whether or not a person was unemployed on a particular day. Such a measure treats equally a person who has been unemployed for one day and one who has been unemployed for three years. However, it seems likely that the characteristics that are related to one day of unemployment may not be the same as those that are related to an extended period of unemployment. This issue is examined below in looking at 'unemployment experience'.

The finding that point-in-time unemployment could not be predicted from individual characteristics was tested against the 1981 Census One Per Cent Sample where individual data is available. Given the limited number of characteristics on which data is collected in the Census, however, the multivariate analysis carried out on the 1983 data had to be simplified.[10] Nonetheless, the analysis confirmed that point-in-time unemployment has only a weak relationship to individual characteristics.[11]

3.5 FREQUENCY OF UNEMPLOYMENT

In the 1983 General Survey it was possible to identify successive periods of unemployment throughout a person's working life, sometimes spanning labour force histories of 15-years duration. Of the 4,009 respondents who had employment experience, more than half (59%) of all respondents had experienced no unemployment since entering the labour force in Australia, and this percentage was even higher in the case of the Italian-born (64%).

One measure of total unemployment experience is frequency of unemployment. The number of times unemployed respondents had been unemployed varied from one to nine times. The results are outlined in Table 3.2.

Table 3.2: Number of times unemployed since entering the Australian workforce, by birthplace group (as a percentage)*

Number of times unemployed	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
1	57	50	61	55	58	49	76	62	57
2	22	30	15	25	28	31	16	25	23
3	13	10	15	10	14	15	6	9	12
4	4	3	6	8	-	1	1	4	4
5	3	3	1	2	-	3	1	-	2
6+	3	4	2	-	-	1	-	-	2
Total	100	100	100	100	100	100	100	100	100
(N)	(1,074)	(97)	(71)	(89)	(34)	(96)	(77)	(69)	(1,627)

Source: 1983 General Survey
* includes only those ever unemployed

Of those who had experienced unemployment since entering the labour force in Australia, more than half (57%) had been unemployed once only, 23% twice, 12% three times, and 8% four times or more. Males tended to experience a higher number of unemployment periods than females. As would be expected, period of residence impacted upon number of times unemployed - those migrants with less than five years' residence being unemployed no more than five times, compared to up to nine times for migrants longer resident in Australia.

The two groups experiencing the longest durations of unemployment, namely Vietnamese-born and Arabic speakers, tended to have the lowest proportion of those who had been unemployed more than twice. On the other hand, the Australian-born, UK/Eire-born and Greek-born who had low durations of unemployment, tended to have higher proportions who had experienced multiple periods of unemployment, that is, three times or more. Italian-born respondents, who tended to have held a higher average number of jobs since entering the labour force, had fewer periods of unemployment. This suggests that the Italian-born tend to change jobs without experiencing unemployment.

A further perspective on period of unemployment can be obtained through comparing the teenage unemployment experience with that of adults. Table 3.3

provides this data differentiating between those who did not become unemployed when initially joining the labour force, those who were initially unemployed for less than six months and those unemployed for more than six months, and their subsequent unemployment as adults aged over 20. The great majority of those who did not experience unemployment when first joining the labour force remained fully employed as adults. However, one-third of those who initially experienced unemployment on joining the labour force continued to experience unemployment as adults. For those who were initially unemployed for more than six months, nearly 30% still experienced periods of unemployment greater than six months when adults. These findings provide some evidence that unemployment on entering the labour market can have a 'scarring' effect on people. They thus underline the importance of a prevention approach.

Table 3.3: Comparison of youth and adult unemployment experience (as a percentage)*

Adult unemployment (aged 20 yrs or more)	Initial unemployment on leaving school: Not at all	less than 6 months	6 or more months	Total
Not at all	98	63	65	78
less than 6 months	1	24	6	10
6 or more months	1	13	29	12
Total	100	100	100	100
(N)	(1,386)	(990)	(892)	(3,268)

Source: 1983 General Survey Chi square less than 0.001
* includes only respondents who entered labour force after secondary school, and who were over 20 years of age.

3.6 DURATION OF UNEMPLOYMENT

The duration of unemployment experienced by respondents at the time of the first survey is presented in Table 3.4.

Table 3.4: Duration of unemployment of respondents currently unemployed, by birthplace group (as a percentage)

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
1-3 months	38	39	32	39	24	37	35	34	37
4-7 months	32	28	30	40	57	24	20	19	30
8-11 months	5	2	3	8	10	8	5	9	5
12 months+	25	31	35	13	9	31	40	38	28
Total	100	100	100	100	100	100	100	100	100
(N)	(508)	(51)	(40)	(38)	(21)	(65)	(104)	(47)	(874)

Source: 1983 General Survey

Overall, the majority of those who had been unemployed in 1983 had experienced relatively short- or medium-term periods of unemployment with 67% having been unemployed for less than 8 months. However, a significant proportion (28%) had been unemployed for more than 12 months. Comparing the birthplace groups, the Vietnamese-born (40%), Arabic speakers (38%), Greek-born (35%), UK/Eire-born (31%) and Yugoslav-born (31%) had the highest proportions of those unemployed for more than 12 months.

Data on the duration of unemployment for those unemployed at the time of the 1984 General Survey is presented in Table 3.5. This shows a different pattern, with a much higher proportion having been unemployed for 12 months or more (50%). This pattern was reflected across birthplace groups. Females tended to have a higher proportion of those unemployed 12 months or more compared to males (57% and 44% respectively). Conversely, there was a reduction in the proportion unemployed for shorter periods.

Table 3.5: Duration of unemployment of respondents currently unemployed, by birthplace group (as a percentage)

	Aust	UK/ Eire	Greek	Ital	Span Spkg	Yugo	Viet	Arab Spkg	Total
1-3 months	27	20	21	24	30	29	18	14	24
5-7 months	23	27	16	40	40	12	13	16	21
8-11 months	6	6	-	-	-	6	4	10	5
12 months+	44	47	63	36	30	53	65	60	50
Total	100	100	100	100	100	100	100	100	100
(N)	(124)	(15)	(19)	(25)	(20)	(34)	(54)	(42)	(333)

Source: 1984 General Survey

In the 1983 General Survey it was further possible to establish the longest period of unemployment faced by respondents during their working lives. The results are contained in Table 3.6. With a few exceptions, the longest period of unemployment did not vary greatly between the birthplace groups. For the majority of the unemployed, the longest period ever unemployed was less than eight months (72%). A further 10% of the unemployed had experienced a period of unemployment of between 8 and 11 months. The remainder had been unemployed for one year or more, including 6% who had experienced unemployment for more than two years. The smallest percentage unemployed more than two years was among the Vietnamese-born, but this is to be expected given the group's relative recency of settlement in Australia.

Duration of unemployment can also be examined in terms of average duration of unemployment covering all episodes of unemployment (Table 3.7). Overall, the average duration of unemployment was 7 months. Arabic speakers had the highest average duration of 10 months for all periods of unemployment, while Italian-born had the lowest (6 months). With the exception of Greek- and Italian-born, the average rate of unemployment for migrants was higher than for the Australian-born. There was no uniform pattern of unemployment by sex. The widest divergence in unemployment rates between males and females occurred among Arabic speakers, with the average rate for women (15%) being more than double that for men (7%). The rate of unemployment for Australian-born males and females showed the least difference.

Table 3.6: Longest period of unemployment in Australia, by birthplace group (as a percentage)*

Months	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
1-3	30	25	38	41	29	29	27	25	30
4-7	31	29	32	35	31	28	37	27	31
8-11	11	14	9	9	3	9	15	8	10
12-16	12	10	10	5	23	13	13	14	12
17-24	9	10	7	7	11	15	6	17	10
25+	7	12	4	3	3	6	2	9	7
Total	100	100	100	100	100	100	100	100	100
(N)	(1,402)	(107)	(71)	(96)	(35)	(93)	(85)	(64)	(1,953)

Source: 1983 General Survey
* among those experiencing unemployment only

Given these variations in the average, the possibility of predicting the duration of unemployment was examined using regression analysis. A variety of individual characteristics was related to duration of unemployment to see if there were any significant factors. The results for these analyses were as inconclusive as for those carried out on the point-in-time unemployment data.

Table 3.7: Average (in months) of all durations of unemployment, by birthplace group*

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Persons	7.4	8.3	5.9	5.6	7.3	9.0	6.5	10.3	7.4
Male	7.3	9.2	5.4	6.2	6.3	9.6	6.2	7.2	7.3
Female	7.4	7.4	6.5	4.5	8.0	8.0	7.1	15.2	7.5

Source: 1983 General Survey
* among those experiencing unemployment only

3.7 UNEMPLOYMENT EXPERIENCE

As noted earlier, the two measures of unemployment so far considered have some limitations. Unemployment at a fixed time does not take account of how long a person has been unemployed prior to that time. Similarly, total duration of unemployment does not distinguish between those who have been unemployed for a short period, but who have also had only a relatively short time in the labour market, and those with a longer period of unemployment stretched over a much longer period in the labour market. Thus a person who has been unemployed for six months but has been in the labour force for one year is given the same weight as a person who has been unemployed for six months but in the labour force for six years. While the total duration of unemployment for these two has been the same, the proportions of their working lives spent in unemployment have clearly differed.

To take account of the varied unemployment experiences of individuals, and the relationship of this to their work experiences, an alternative measure is used. The approach adopted is to weight total length of unemployment by length of labour force participation: the resulting measure of unemployment experience (sometimes described as the unemployment ratio) is calculated by dividing the total length of unemployment (in months) by years in the labour force, resulting in a measure of average months of unemployment per year of labour force participation. In the example used above, the two individuals would have quite different measures in terms of unemployment experience: six months per labour force year for the first, and one month per labour force year for the second.

The basic distribution of the various birthplace groups in terms of their unemployment experience, cross-classified by gender and age, is shown in Table 3.8. Among the Australian-born the mean for unemployment experience was 1.7 months of unemployment per labour force year. One overseas-born group, the UK/Eire-born, had the same average level as the Australian-born, while another, the Italian-born, fell below it, averaging 1.1 months unemployment per labour force year. Among the overseas-born groups, the Vietnamese-born had by far the highest level of unemployment experience of all, an average of 3.7 months per labour force year. Women tended to fare worse than men, particularly among the Vietnamese-born and the Spanish speakers. Age appeared to be a consistently important factor: with the exception of the Spanish speakers, those aged 25 or over had consistently lower unemployment experience levels than those under 25 years.

Table 3.8: Unemployment experience, by birthplace group, gender and age, 1983*

			Gender		Age		
Birthplace	Total	(N)	Male	Female	15-19	20-24	25-30
Unemployment experience**							
Australia	1.8	2,413	1.7	2.0	2.8	2.2	1.1
UK and Eire	1.7	234	1.9	1.6	2.2	2.7	1.0
Greece	2.0	190	1.9	2.1	4.9	3.1	0.8
Italy	1.1	254	1.2	1.1	2.6	1.8	0.6
Yugoslavia	2.1	249	2.0	2.1	4.3	2.3	1.3
Vietnam	3.7	344	3.6	3.9	6.0	4.3	3.2
Arabic speakers	2.3	207	2.2	2.4	3.6	2.8	1.8
Spanish speakers	2.2	94	2.0	2.4	3.2	3.1	1.6

Source: 1983 General Survey
* excludes those without labour force experience
** estimated as total length of unemployment (in months) divided by labour force experience (in years)

To examine further these age and gender effects on unemployment experience, together with other individual characteristics that might be important, a series of multiple regression analyses was carried out. The preliminary analyses were conducted on the sample as a whole, separately for the overseas-born and Australian-born, and separately for each birthplace group.

Initially, a wide range of characteristics that each individual might possess was examined. These included migrant characteristics (citizenship, refugee status, family networks before arrival, and parents' birthplaces); family background (father's education and occupation, unemployment experience); age; and gender. Data was also collected on each person's employment history (both the type of job and its industrial classification), labour force experience (both in Australia and overseas) and education (primary, secondary, technical and tertiary, and whether or not this was gained overseas). English language proficiency was measured by a composite measure of understanding, speaking, reading and writing English, and community language maintenance was assessed by the extent to which respondents spoke their childhood languages in a variety of social situations such as at work, at home, and with friends.[12] For those born in Australia, the birthplace of parents was included in the analyses. Finally, a range of variables was included which measured the social networks of individuals from their own birthplace group, and by variables identifying the person's attitudes to work.

In assessing the contribution of these factors, the preliminary analyses found that a number had little or no effect on the level of unemployment experience reported by an individual. However, ten factors were identified which did appear to contribute significantly to unemployment experience.

The ten factors that were identified are:

- years of primary and secondary education[13]
- years of technical education (such as apprentice full-time training, nursing or technical college education)
- years of tertiary education (such as university, teacher training or CAE)
- occupational status of the current job (or most recent if currently unemployed), according to the ANU II occupational prestige scale[14]
- whether the normal occupation is non-manual or manual[15]
- part-time or vacation employment while at school
- years of labour force participation (including periods of both employment and unemployment)
- English language proficiency (applying only to the overseas-born of non-English-speaking background), which is a composite of self-rated ability in understanding, speaking reading and writing English
- age
- gender.

These factors represent a wide range of individual attributes. Education is divided into three separate measures because preliminary analyses showed that different types of education were likely to influence unemployment experience in different ways.[16] Moreover, while the vast majority of respondents reported having a similar level of primary and secondary education, there were substantial variations in those having technical and tertiary education and, among those with such education, in the length of time spent at these studies. Occupational status on the ANU II scale is measured in terms of rankings which rate occupations according to the relative prestige of each job in the eyes of a representative sample of Australians, and by the skills necessary to carry out each job. The scale runs between 331 and 915, so that a civil engineer scores 835 points on the scale, while an unskilled worker, such as a factory labourer, scores 364 points. By contrast, the distinction between non-manual and manual occupation focuses on the basic division between white- and blue-collar work.

Multiple regression analyses using these ten variables were then carried out for each of the separate birthplace groups included in the 1983 General Survey. These analyses suggested that there was a basic distinction for overseas-born respondents between those who had been in Australia more than five years, and those who had been resident five years or less (see also Inglis and Stromback 1984: Figure 5.1). The effect of length of residence on unemployment experience is shown in Figure 3.1. The straight line indicates the average level of unemployment experience for the Australian-born. The graph shows that the overseas-born who have been in Australia five years or less are more likely to experience unemployment, compared to those resident for more than this period net of a wide range of other factors. For this reason, the following analyses divide the overseas-born into two groups. Accordingly, the multivariate analyses were conducted separately for three groups: the Australian-born; the overseas-born residing in Australia for more than five years; and the overseas-born residing in Australia for five years or less.^{17}

Appendix Table 3.A8 summarises the average values of each of the ten characteristics for these three groups.

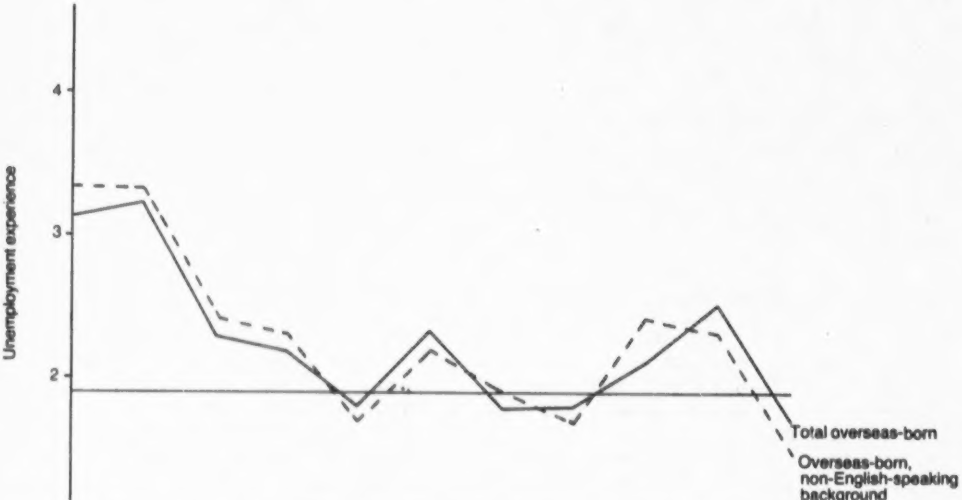

Figure 3.1 Unemployment experience by length of residence in Australia, regression estimates for those with labour force experience only. Horizontal line shows average unemployment experience of the Australian-born

Source: 1983 General Survey

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3.8 FACTORS INFLUENCING UNEMPLOYMENT EXPERIENCE

The results from the multiple regression analyses can best be understood by examining the relationships between the factors which influence unemployment experience in terms of the causal order between them. For example, we assume that the type of education people receive influences their subsequent experience in the labour force, and that labour force experience, in turn, influences the types of job that they are likely to obtain. By building up a series of causal relationships of this kind it is possible to construct a model to illustrate the complex inter-relationship between the factors. The models resulting from the analysis are shown in Figure 3.2, for the three groups.[18]

Among the Australian-born, three factors stood out in their association with a lower level of unemployment experience. Listed in order of importance, these were work in a non-manual occupation, years of technical education, and years of labour force experience. Three other factors also correlated with lower unemployment experience, although to a lesser extent, and these were having been employed while at school, being male, and having a lower occupational status.

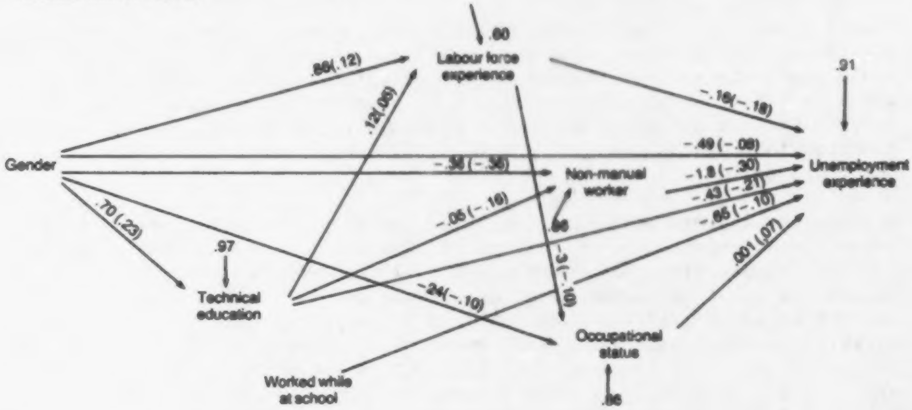
Among the longer resident overseas-born the following factors, again listed in order of importance, were associated with lower unemployment experience: increased age, non-manual work and lower occupational status. Possessing technical education, having worked while at school, and being female also correlated with lower unemployment experience, but to a lesser extent.

Finally, in the case of the shorter term resident overseas-born, lower occupational status was by far the most important factor in reducing unemployment experience. A second factor, of somewhat lesser importance, was that of being a non-manual worker. Other factors that also served to reduce the level of unemployment experience were age, labour force experience, technical education, having worked while at school, and English language proficiency.

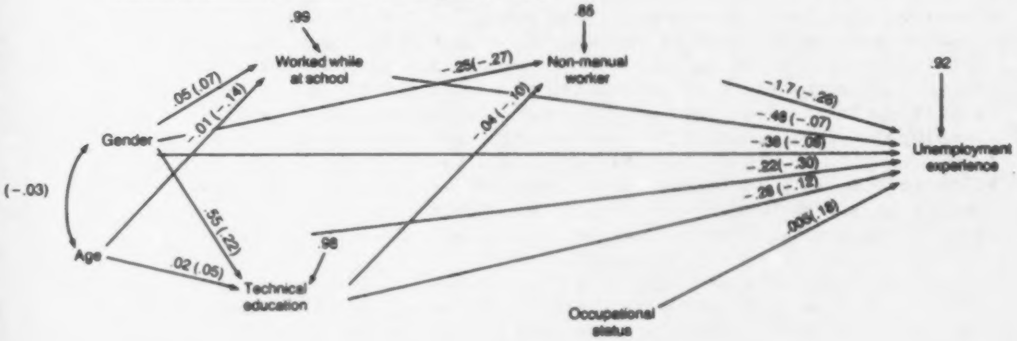
In comparing the pattern of relationships between factors which are shown in the three models, there are both similarities and differences. Examining the similarities, a number of points stand out. First, the type of work that a person obtained consistently influenced unemployment experience, but the effects of this influence were complex. The analysis shows that employment in a non-manual (or white-collar) job decreased the level of unemployment experience a person was likely to have, although employment in a higher status job increased the level. This apparent contradiction can be explained by reference to the different aspects of the occupational structure that these two measures reflect. On the one hand, non-manual work is generally more secure and less susceptible to changing economic conditions than manual work, and therefore less likely to lead to prolonged unemployment.[19] However, once the effect of the manual/non-manual factor is taken into account, it would appear that many of those who obtained higher status jobs were seeking them in a more specialised, and therefore more restricted sector within the job market.

Technical education was the second factor that emerged from comparing the relationship between factors in the models. The years of technical education a person had obtained were important in reducing unemployment experience for the Australian-born and longer resident overseas-born, and a much stronger influence on unemployment experience than were years of primary, secondary or

Australian-born (N = 2,418)


.80
Labour force experience
.88(.12)
.12(.05)
-.16(-.18)
.91
Gender
-.49 (-.08)
-.38 (-.38)
Non-manual worker
-1.8 (-.30)
-.43 (-.21)
-.05 (-.16)
-.65 (-.10)
Unemployment experience
.70 (.23)
.96
.97
-3 (-.10)
.001 (.07)
Technical education
-.24(-.10)
Occupational status
Worked while at school
.86

Overseas-born resident in Australia more than five years (N = 1,223)


.99
.85
Worked while at school
-.25(-.27)
Non-manual worker
.92
.05 (.07)
-.01 (-.14)
-.04 (-.10)
-1.7 (-.26)
-.48 (-.07)
Gender
-.38 (-.08)
Unemployment experience
(-.03)
-.22(-.30)
-.28 (-.12)
.55 (.22)
.005(.18)
.98
Age
.02 (.05)
Technical education
Occupational status

Overseas-born resident in Australia five years or less (N = 378)

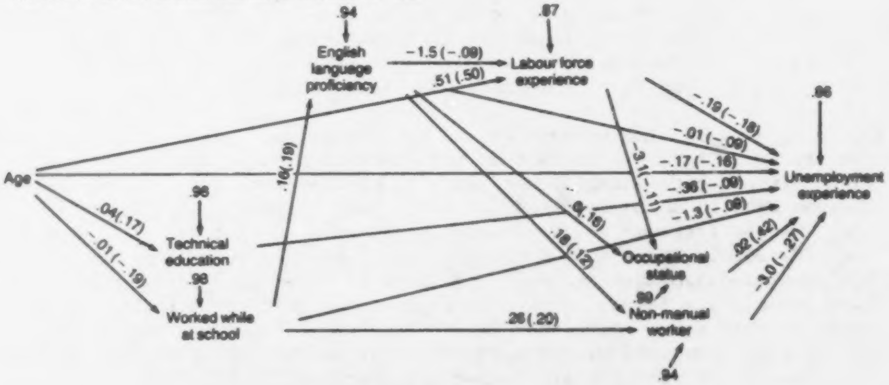

.94
.87
English language proficiency
-1.5 (-.09)
Labour force experience
.51 (.50)
.96
-.19 (-.18)
-.01 (-.09)
.16(.19)
-3.1(-.11)
-.17 (-.16)
Age
Unemployment experience
.96
-.38 (-.09)
.04(.17)
.01(.16)
-1.3 (-.09)
Technical education
.18(.12)
.02 (.42)
-.01 (-.19)
.98
Occupational status
-3.0 (-.27)
.99
Worked while at school
.28 (.20)
Non-manual worker
.94

Figure 3.2 Path models showing partial regression coefficients and (in parentheses) standardised regression coefficients predicting unemployment experience. All paths for the Australian-born significant at $p < .01$; for the overseas-born, $p < .05$. Estimated only for those with labour force experience.

Source: 1983 General Survey

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higher education. They also contributed to reducing unemployment experience for the shorter term overseas-born, but to a lesser extent. This influence would appear to reflect the vocational orientation of technical education, which is intended to provide people with practical skills useful in the labour force. Whether or not a person had worked while at school made a similar contribution towards reducing the level of unemployment experience across the three groups.

Three other factors were also generally important as influences on levels of unemployment experience. First, years of labour force experience, and with this the acquisition of knowledge and skills about the world of work, helped to reduce the level of unemployment experience among the Australian-born and the shorter resident overseas-born. Labour force participation is measured by both duration of employment and unemployment.[20] In these two groups, gender also was important, with females more likely to have had high levels of unemployment experience. Finally, among the two overseas-born groups, increased age is associated with a lower level of unemployment experience.[21]

While there was a broad pattern of similarity between the Australian-born and both groups of the overseas-born, the contributions of some factors differed substantially in the case of the shorter term resident overseas-born when compared to the longer resident overseas-born and the Australian-born. Changes in types of work, in levels of technical education, or in the experience of working while at school had a disproportionately greater effect in reducing the unemployment experience of the shorter resident overseas-born compared to the other two groups. This was clearly illustrated in the case of occupation, which influenced unemployment experience for all three groups. However, changes in occupation made more difference to unemployment experience in the case of the shorter resident overseas-born, all other things being equal.

Further evidence of some difference between the shorter term residents and the other two groups is provided by the relative importance of labour force experience and age in reducing unemployment experience.[22] As shown in Figure 3.3, the Australian-born, and to a lesser extent the longer resident overseas-born, find that increased labour force experience has most influence in reducing unemployment experience during the first four years in the labour force. Thereafter, additional years in the labour force make little difference. By contrast, in the case of the shorter term resident overseas-born, previous employment has little impact on unemployment experience.

Differences were also evident in the way unemployment experience is affected by age (Figure 3.4). In the case of the Australian-born, age was a negligible factor in reducing unemployment experience: abstracting from other influences, someone aged 19 or 20 differed little in this respect from someone aged 29 or 30. By contrast, age was a far more substantial factor for the longer resident overseas-born. Those in the youngest age groups suffered some three to four months of unemployment per year, compared to those aged between 26 and 30, who experienced only one month of unemployment per year. The shorter resident overseas-born show a different pattern again. For them, the probability of unemployment remained constant at around 4.5 months per year until the age of 23. Only at higher ages did it begin to decline.

In many respects, the pattern for the shorter resident overseas-born was very similar to that of the 15 to 19-year-old Australian-born. For example, the shorter resident overseas-born had an average unemployment level of 3.6 months per year, compared to 3.1 for the 15 to 19 age group as a whole. Occupation

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and labour force experience had a similar impact on the two groups, though possession of increased educational qualifications was slightly more important in reducing unemployment among the young Australian-born. It appears that the shorter resident overseas-born reflected the difficulties experienced by those just coming onto the labour market: they lacked the skills and experience possessed by their older peers, and for that reason, were more likely to suffer unemployment. Those who had more education found it helped them obtain jobs while teenagers, but this did not have that effect in the case of the shorter resident overseas-born.

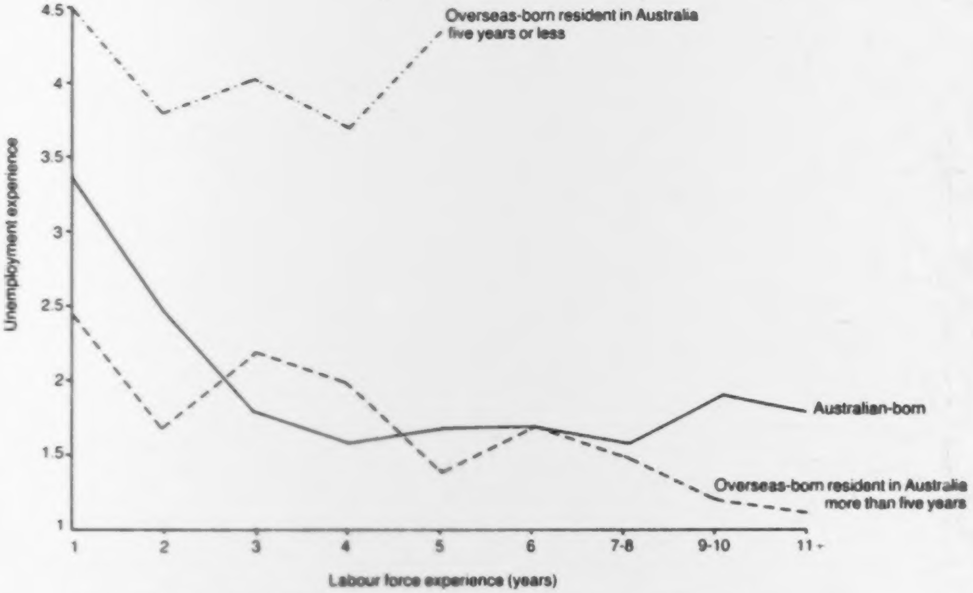

Figure 3.3 Unemployment experience by years in the labour force, regression estimates for those with labour force experience only

Source: 1983 General Survey

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The multivariate analysis can also be used to examine differences in unemployment experience between the birthplace groups to determine the extent to which these can be explained by general characteristics such as education, linguistic skills or socio-economic background, rather than by a 'birthplace' factor. When differences in only a limited number of characteristics, such as occupational status, work experience and English language proficiency were added to the equation, then differences in unemployment experience between groups largely disappeared. In other words, the gap in unemployment experience between such apparently diverse groups as the Vietnamese-born and the Italian-born was largely due to differences in factors common to all the birthplace groups, including the Australian-born.[23] There was also no evidence of an influence resulting from parental birthplace on unemployment experience in the case of those Australian-born who had one or both parents born overseas.[24]

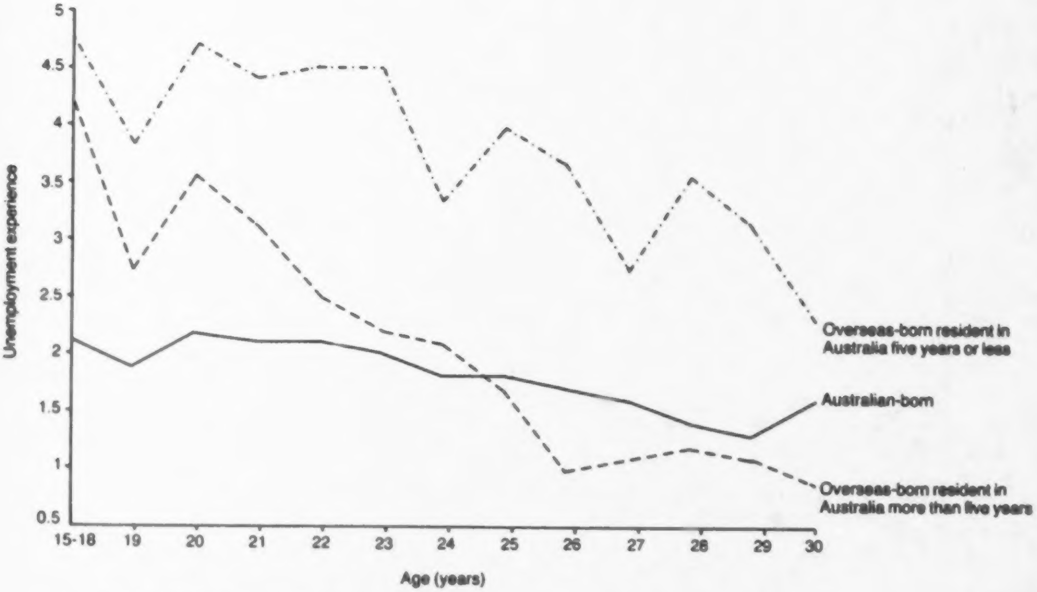

Figure 3.4 Unemployment experience by age, regression estimates for those with labour force experience only

Source: 1983 General Survey

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3.9 IDENTIFYING RISK

Regression analyses on the factors related to unemployment experience can be used to identify those people who were more likely than others to experience unemployment. If the age, type of work, educational level and the other characteristics of a person that emerged as significant factors in the regression analyses are known, then these can be used to calculate a predicted level of unemployment experience for each individual. This prediction will, of course, only be justified if the data stays unchanged. Even so the prediction is only a statistical assessment of potential unemployment experience. As such it provides an indication of the potential risk that a person faces in respect of labour market participation - the higher the predicted level of unemployment experience, the greater the risk that the person will be unemployed for a substantial period. The measure is one of probability only, as some people at high risk may never become unemployed. The actual level of unemployment experience of any one individual may be more or less than that predicted. However, averaged over a large number of people, the estimates of unemployment experience will be accurate, except in so far as the underlying data change.

The calculation of the level of an individual's potential risk is made by scoring each person's characteristics according to the contribution these make to the level of unemployment. Each person is therefore given an individual score, which reflects the probability that she or he will experience unemployment.[25] These estimates enable graphs to be drawn of the predicted unemployment experience across the groups - the Australian-born, the overseas-born with more than five years residence in Australia, and the overseas-born with five years or less residence in Australia. Figure 3.5 shows that the distribution of the predicted unemployment of the Australian-born and the longer resident overseas-born is broadly comparable. In each case, the bulk of the respondents have a predicted unemployment level close to about 1.5 months per year in the labour force, and relatively few could expect to have more than three months of unemployment per year. By contrast, the shorter resident overseas-born tend to group around three to four months of unemployment per year, and the long tail of their distribution indicates that a significant minority could expect to have half or more of their working lives spent in unemployment.

These distributions enable a fourfold classification to be made of the probability of unemployment, based on the estimated risk of each person (Table 3.9). For the Australian-born and the longer resident overseas-born, a group with little or no risk of unemployment can be identified, making up some one in four of those with labour force experience, and a further group of about one in three can be categorised as having a low risk of unemployment. The medium risk category constitutes about one-quarter of the sample in each of the two groups, while 21% of the Australian-born and 16% of the longer resident overseas-born can be identified as having a high risk of unemployment, i.e. those who could expect to experience three or more months of unemployment per labour force year. Reflecting the distribution in Figure 3.5, the overseas-born with five years or less residence in Australia have relatively small numbers with little or no probability of unemployment, while one in four are considered to have a medium risk. The high risk category - those who are in the extended distribution in Figure 3.5 - make up some 4 in 10 of the group as a whole.

88

Table 3.9: Extent of risk of unemployment experience, by birthplace, and by period of residence

			Overseas-born resident			
	Australian-born		less than 5 years		more than 5 years	
Risk	Score*	%	Score*	%	Score*	%
No	0-0.9	23	0-1.9	17	0-0.9	25
Low	1-1.9	30	2-2.9	19	1-1.9	33
Medium	2-2.9	26	3-3.9	23	2-2.9	26
High	3 or more	21	4 or more	41	3 or more	16

Source: 1983 General Survey
* months of unemployment per year in the labour force

Identifying these risk groups within the population has several implications. Firstly, it enables resources to be directed to those most in need. Secondly, having identified these groups, it is possible to make some estimates of the likely outcomes of various policies when applied to different risk groups. This possibility is considered further in Chapter Seven when looking at providing programs for people in the high risk category.

3.10 CONCLUSION

This chapter has identified a number of factors having a significant association with experiencing unemployment, thus providing a basis for identifying the 'special employment and training needs of migrant/refugee youth' as required by the terms of reference. From the analysis, two categories of need can be distinguished: needs common to all (general needs); and needs relating to a particular group, in this case overseas-born youth (special needs).

Special needs themselves fall into two categories. Some arise through a group possessing particular attributes that disadvantage it in finding employment. For instance, migrants may be disadvantaged through English language difficulties or because they have not lived here long enough to be familiar with the Australian labour market. As a result, they will have a special need for English language and orientation programs. Others needs may be shared by all but impact particularly heavily on a specific group. Thus, a general need for vocational training, common to many young people, may be exacerbated in the case of overseas-born youth if they are particularly lacking in vocational skills.

In many cases the identification of needs through the examination of the factors affecting participation in the labour market is simple, as the factors themselves clearly indicate the character of the need. Further, such factors also suggest intervention strategies that could be developed. For example, years of technical education has been shown to contribute to a reduction in the level of unemployment experience. Lower levels of technical education obtained by migrant and refugee youth thus point to a need which might be addressed by appropriate training programs.

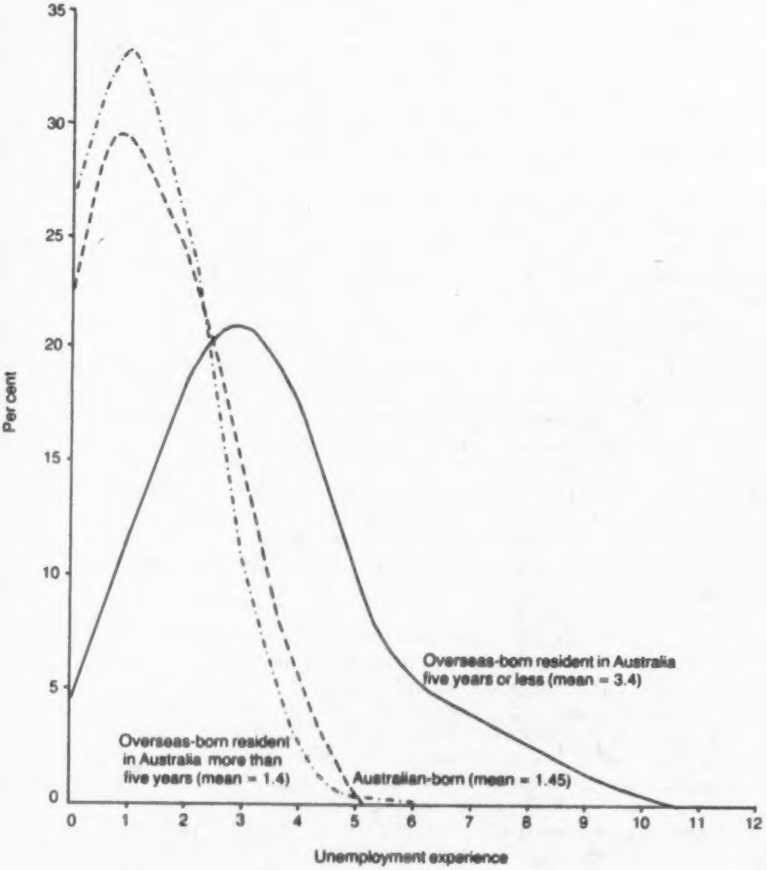

Figure 3.5 Predicted unemployment experience, regression estimates for those with labour force experience only

Source: 1983 General Survey

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Other factors, such as gender and age, are also associated with disadvantage in the labour market, but in themselves are far less clear regarding the precise nature of the needs involved. Nor is it clear what are the appropriate intervention strategies to be adopted. For example, being female is generally associated with being disadvantaged in the labour market when compared to other young people. The sources of this disadvantage are known to be various and relate to both the individual's characteristics (eg. type of educational preparation) and extrinsic factors (eg. employer expectations and preferences). The former may be indicative of needs amenable to employment and training programs directed to women; the latter are not.[26]

The analysis undertaken in Chapter One of the factors associated with variations in unemployment rates using data from the 1976 and 1981 Censuses suggested that 15 to 24-year-olds as a group were more likely to be unemployed if they were female, teenage, single, and living in a non-metropolitan area. Higher educational attainment and technical or trade qualifications were generally associated with lower unemployment rates. There were variations between individual birthplace groups, but among the overseas-born, those with limited English language proficiency and those with a relatively short period of residence in Australia were more likely to be unemployed. Australian-born whose parents were born overseas also appeared more likely to be unemployed than Australian-born whose parents were born in Australia.

The more detailed analysis using the General Surveys examines disadvantage in labour market participation in terms of the proportion of labour force time spent in unemployment. Using this measure, the importance of several of the factors identified in Chapter One was confirmed. Their distinctive contribution to unemployment experience can now be examined.

The analysis supports the general distinction between factors contributing to unemployment experience that are common to all young people, and those specific to the overseas-born. The data suggests that the proportion of time in the labour force spent in unemployment, is higher for those who are teenage, have limited labour force experience, obtain manual jobs, or have no technical education. Similarly, but to a lesser extent, disadvantage is also experienced by those who are female, who did not do part-time work while at school, or who seek to obtain higher status jobs. These factors appear for the Australian-born and the overseas-born, although their impact differs, as it does also between overseas-born with shorter and longer periods of residence. At the same time, those overseas-born with limited English language proficiency and a short period of residence are likely to have suffered a higher level of unemployment experience.

The regression analysis also indicates that support for the existence of a 'birthplace' effect is limited. In other words, once the effects of English language proficiency and period of residence have been taken into account, variations between the overseas-born and Australian-born can largely be accounted for by variations in factors common to both groups. These include years of labour force experience, technical and trade training, and obtaining manual or non-manual work.

Unemployment experience has been defined as total duration of unemployment, divided by total duration of unemployment combined with time in employment. This means that changes in labour force experience necessarily entail changes in unemployment experience. Consequently a regression analysis by itself cannot demonstrate the distinctive contribution of work experience to

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subsequent employment. However, examination of the data shows that increases in labour force experience are generally associated with increases in the proportion of time spent in employment. Therefore, the finding that increased labour force experience reduces unemployment experience attests to the importance of work experience.

In the light of these findings, general needs can be identified in two main areas - those related to lack of work experience, and those related to lack of vocational skills. Overseas-born youth share these needs with other young people, but also exhibit a specific need related to communication barriers.

As Figure 3.3 above indicates, shorter term residents show a distinctive pattern in the effect of years in the labour force on unemployment experience. An examination of their labour force histories shows no clear relationship between years in the labour force and unemployment experience. Their level of unemployment experience remains high, indicating that they spend relatively little time in employment during their first five years in the country.

However, the relationship between years in the labour force and unemployment experience is a strong one for the Australian-born and the longer resident overseas-born, although only for the first few years of labour force experience. During their first five years each successive year in the labour force reduces unemployment experience sharply (and, as noted above, this must be as a result of increased time in work). The effect then diminishes, and unemployment experience is largely unaffected by further years in the labour force. These observations, taken together with the pattern noted above for the shorter term residents, suggest that work experience does have an important effect in the first few years on the labour market.

The survey data provides other evidence indicative of the importance of work experience in reducing unemployment and in finding employment. First, the regression analysis identifies work experience at school as an important factor in reducing unemployment experience. In part, of course, this may reflect motivational factors that distinguish between those who succesfully seek part-time work while at school, and those who do not. However, work experience of this kind provides an understanding of the world of work. It also provides job-seeking and job-retention skills that may assist in reducing unemployment experience.

Moreover, the analysis of older respondents, reported earlier in this chapter, indicates that young people who suffer long initial periods of unemployment (and thus have limited work experience) tend to have more difficulty in obtaining employment when older - a finding supporting the existence of what has been called the 'scar' effect. The effect of early scarring may well be a reduced enthusiasm to seek work and feelings of inadequacy in terms of capacity to find work, etc. It is important, therefore, that young people in their early years in the labour force, do not experience extended periods of unemployment.

The second area of general need that emerges from the analysis of the General Surveys is for the acquisition of vocational skills. This is made particularly clear by the regression analysis, where two factors that emerge as strongly related to unemployment experience are years of technical or trade training, and whether people obtain manual rather than non-manual work. A third although less strong factor identified through the regression analysis, was previous occupational status.

Taken together these three factors suggest a need for skills training. In general, people in white-collar occupations have transferable skills. Thus a wider range of job opportunities are open to them than to people in blue-collar occupations. This situation is compounded by the continuing decline in the proportion of jobs that are manual and unskilled.[27] By contrast, those who have received technical or trade training generally possess skills sought in the market place - although oversupply can and does occur.

These general needs to obtain work experience and acquire vocational training are shared by overseas-born youth, particularly among those recently arrived who lack recognisable vocational skills and qualifications. At the same time, refugee and other migrant youth also have special needs, with period of residence and English language proficiency both contributing to unemployment experience. There is thus a particular need for this group to gain fluency in English and to improve its access to information. This is particularly true of youth in the more recently arrived migrant groups, who also lack extensive networks of relatives and friends to assist them, and who do not understand work requirements or their eligibility to participate in labour market programs and schemes.

FOOTNOTES

1. As noted earlier, the overall unemployment rate for the 1984 General Survey was 20%. Again, rates differed between groups, and were generally comparable with those for the 1983 General Survey, although Greek-born females' unemployment was much lower than for males, and Spanish-speaking females' unemployment rates were much higher than for males. Direct comparison between the two surveys is not possible, however, as the 1984 sample is a subset of the 1983 sample.

2. For details of this approach, see Foster and Gregory (1982), and Ehrenberg (1980).

3. This is done by dividing the number of shifts in each element (such as employment to unemployment) by the total number of shifts in 12 months in each sector (i.e. from employment). The resulting transitional probability is, in this example, the proportion of shifts from employment to unemployment in a twelve-month period relative to the total number of shifts from employment.

4. The analysis used data from 1976 census matrix tapes 4 and 9. As the data on these tapes could not be linked in a form suitable for combined analysis, each tape had to be examined separately.

   Unemployment equations were estimated using a logit function and maximum likelihood methods of estimation. Estimation of equations was carried out using the GLIM procedure [see Nelder and Wedderburn (1978)]. Likelihood-ratio tests were constructed to compare alternative models, and all models presented satisfied the likelihood-ratio tests of their explanatory power. Significance tests of the hypothesis of unequal coefficients across equations were computed.

5. However, caution is needed regarding findings that use English language competence and period of residence data from the 1976 Census, where

English language competence was inferred from whether or not English was a language used regularly by the respondents. This was much less satisfactory than if an attempt had been made to assess English language skills directly. Similarly, the reliability of period of residence data is known to have been adversely affected by a non-response rate of about 35%. In the present analysis, Polish-born youth with only 1-3 years of residence in Australia had an unemployment rate disadvantage of 43.5 percentage points, relative to those who had been here longer, while Italian-born with period of residence of 4-5 years had a significantly lower unemployment rate when compared with their respective control groups, as shown in Appendix Table 1.A6. There are no obvious explanations for these observations, although the high non-response rate may have contributed.

6. The data base used was 1981 census matrix tape 48. This tape enabled all of these variables to be included together in a single equation.

Equations were estimated pooled across birthplace, sex and age groups (as in the 1976 analysis) and then, in order to allow for all possible interactions, were disaggregated by age, sex and birthplace. This permitted further insight into differences across age and sex groups in the unemployment rate effects observed.

Choice of the control/reference group is important in the logit model. A representative group was therefore chosen, namely, 15 to 19-year-old single Australian-born males with a school-leaving age of 16 years, who spoke only English at home, and who did not possess qualifications. When the data was disaggregated by birthplace, age and sex the control group was modified accordingly.

7. Other than age and sex, the number of significant explanatory variables established for persons born in Poland, Lebanon, Turkey and Indo-China were 1, 4, 5 and 6 respectively (see Table 1.6). In 1981, the respective youth unemployment rates of these four birthplace groups were as high as 16.9%, 17.9%, 17.9% and 27.3%. In contrast, birthplace groups with relatively low unemployment rates, eg. those born in Italy (10.7%), Australia (10.9%), UK and Eire (13.2%), were ones whose unemployment rates were predicted by a larger number of the background census variables.

8. These, and subsequent multivariate analyses, rely on ordinary least squares regression methods (Kmenta, 1981; Hanushek and Jackson, 1977). They assume that variables are, to a reasonable approximation, linear and additive.

9. This can be compared, for example, with Tiggeman and Winefield (1982) who reported in a longitudinal analysis of unemployed school leavers that 'there was no significant relationship between either SES on level of schooling and being employed or unemployed'.

10. Six variables were used: age; gender; length of residence in Australia; years of education; whether or not education was obtained outside Australia; and speaking ability in English. One variable which did emerge in the 1983 General Survey analysis as a significant predictor of point-in-time unemployment was years of labour force experience. While the 1983 General Survey permitted an estimate to be made of this, using

the occupational history data, no comparable measure is available in the Census, and it was therefore excluded. One further point regarding comparability is the birthplace groups which are used in the two surveys. Six non-English-speaking birthplace groups were sampled in the 1983 General Survey, and as far as possible, were also selected for the census analysis. However, there were some difficulties in matching the Arabic- and Spanish-speaking groups, which were both drawn from a collection of countries, and only an approximation could be made.

11. The R-squared values in each equation show that the percentage of variance explained is only 4% in the 1983 One Per Cent Sample Census and 3% in the 1983 General Survey. That implies that the vast majority of the variation in unemployment - 96% and 97% respectively - is not explained by the factors examined. Within this pattern of weak relationships, only three variables were statistically significant - English language proficiency, age and length of residence.

These findings can be compared with a logit-model analysis of point-in-time unemployment using the 1983 data. Here the findings are similar to those derived from analyses of the census matrix tapes. Generally, refugee status and recency of arrival are associated with higher unemployment rates, as are fewer years of education. Further, increases in the unemployment rate lead to greater increases in unemployment rates for recent immigrants. These findings differ somewhat from those reported by Inglis and Stromback (1984) whose analysis of the 1981 One Per Cent Sample derived two equations (one for males, one for females) that accounted for 12% and 18% of the variance, respectively. The approaches used differ, however, and are not readily comparable.

12. A composite measure of the four English language items was used in preference to the four individual items in order to increase reliability and reduce random measurement error. The measure was constructed by summing the four individual items and dividing by four, thereby giving equal weight to each.

13. This includes years of primary and secondary education in both Australia and overseas. In the preliminary analysis, education overseas was examined separately. There appeared to be no significant contribution from this factor. See also Becker (1975).

14. See Broom and Jones (1977) and Broom, Jones, McDonnell and Williams (1980).

15. For those who had never worked since leaving school, a regression prediction of occupational status was made. This was estimated by first regressing age, gender, primary, secondary, technical and tertiary education, labour force participation and English language proficiency on occupational status, for those who were (or had been) in a job, and then applying the regression equation to those who had never worked. A predicted occupational status score for each of these individuals was therefore calculated, and this score was then dichotomised to give an estimate of whether or not the occupation was non-manual or manual.

16. See Broom et al (1980), Sewell and Hauser (1975).

17. This threefold categorisation had several other advantages. First, it increased the sample size for analysis, which was generally too small to permit individual analysis of each birthplace group. Second, although multicollinearity was generally not a problem in the analysis, this avoided the potential problem of the high correlation between age and length of residence among the overseas-born.

18. As noted, the results are shown in the form of path models, which assume a causal order among the variables (see Duncan, 1966, 1975; Hanushek and Jackson, 1975: 220-224). Each model controls for the full range of variables, but only statistically significant paths are marked. For the Australian-born, the significant level is p less than 0.01, and for the overseas-born, p less than 0.05; the lower level for the latter is justified by their smaller sample size. Two sets of figures are presented. The figures in parentheses are standardised regression coefficients, which indicate the importance of the variables. The other figures are partial regression coefficients, which show the unit change in the dependent variable induced by a unit change in the independent variable (refer to table for scoring of variables). In each case, the coefficients show the effect of one variable on another net of the other variables being controlled for in the model.

19. See, for example, Dilrete (1981).

20. Using duration of employment experience alone is not a feasible alternative, as it is strongly correlated with unemployment experience ($r = -.47$).

21. The full equations for the three models are as follows:

(Eq.1: Australian-born)
Unemp = 5.1 + Age (-.06) + Gender (-.49) + Educ (-.01) + Tech (-.43) + HEduc (-.15) +LabfExp (-.16) + SchWk (-.65) + WhiteC (-1.8) + Occ (.002).

(Eq.2: Longer resident overseas-born)
Unemp = 5.7 + Age (-.22) + Gender (-.38) + Educ (.06) + Tech (-.28) + HEduc (.03) + EngLang (-.22) + LabfExp (-.02) + SchWk (-.48) + WhiteC (-1.7) + Occ (.005).

(Eq.3: Shorter resident overseas-born)
Unemp = 3.2 + Age (-.17) + Gender (-.43) + Educ (-.02) + Tech (-.36) + HEduc (-.10) + EngLang (-.01) + LabfExp (-.19) + SchWk (-1.3) + WhiteC (-3.0) + Occ (.02).

22. These graphs were estimated by re-calculating the regression equations, but including a series of dummy variables for labour force experience (Figure 3.2) and age (Figure 3.3), omitting one variable in each case. The resulting equations were then evaluated at the mean.

23. These estimates were made by applying the basic regression model to the sample, including dummy variables for birthplace and then observing the change in the partial coefficient of the variables as blocks of other variables were added to the equation. The method follows that developed by Alwin and Hauser (1975).

24. The exact equation is:
Unemp = 5.1 + Age (-.06) + Gender (-.49) + Educ (-.01) + Tech (-.43) + HEduc (-.15) + SchWk (-.65) + LabfExp (-.16) + WhiteC (-1.8) + Occ (.002) + MoOB (-.20) + FaOB (.20) + FaMoOB (.03).

A further analysis was also carried out predicting occupational status from age, gender, primary and secondary education, technical education, tertiary education, worked while at school, labour force experience, and whether or not the respondent's father and/or mother was born overseas. Once again, this latter variable proved to be not statistically significant.

25. The estimates were made by simply creating a new variable based on the regression equations in Figure 3.2.

26. See, for example, Power (1984).

27. See Tucker (1982) for a recent summary of research in this area.

The Commonwealth Employment Service (CES), as Australia's public employment agency, has two principal functions. Firstly, it provides a free placement service to all job-seekers and employers. Secondly, it has responsibility for the delivery of labour market programs which are 'designed to counteract structural imbalances, such as shortages of specific skills, and to promote equity in the workforce where job-seekers suffer disadvantage'.[1]

This chapter discusses both these CES functions, with particular emphasis on their relevance to migrant job-seekers. It demonstrates that some groups of migrants, particularly those with limited English ability, are disadvantaged by CES procedures in gaining referrals to employers and placement in labour market programs. This is largely a consequence of the emphasis in CES procedures on filling a vacancy or a course place, rather than on an assessment of individual needs. This approach accentuates the piecemeal, ad hoc and unco-ordinated character of programs and mitigates against the participation of the most disadvantaged.

The CES has taken a number of initiatives specifically designed to meet the needs of its migrant clientele. These include the deployment of interpreters and Migrant Resource Officers (MROs), and the distribution of printed and audio-visual material in community languages through CES offices. Although each of these measures has been taken, language resources remain limited, particularly in those languages most in demand. The Review found that it was difficult to assess the contribution of MROs, interpreters and bilingual officers as very few offices maintained registration, referral and placement statistics for migrants.

4.1 BACKGROUND

Over forty years, the CES has evolved from a labour exchange agency into a service with many labour market responsibilities. It was established under the Re-establishment and Employment Act of 1945 with a prime function 'to provide services and facilities in relation to employment for the benefit of persons seeking to become employed, to change employment or to engage labour, to provide facilities to assist in bringing about and maintaining a high and stable level of employment throughout the Commonwealth'.

During Australia's post-war economic expansion of the 1950s and 1960s its main role was that of a labour exchange supplying the manpower required by industry at a time of growth. Different demands were made of CES in the 1970s. As growth in the economy slowed, unemployment increased.

One government response was to enlarge and widen its labour market services and programs, largely directed towards young people. Thus, increasingly, CES became involved in the delivery of an expanded variety of programs.

In the light of the changed environment, the Government commissioned a review of CES, the findings of which were presented in the Norgard Report in 1977.

The report found that 'the CES is no longer a simple labour exchange and the need to develop and deliver sophisticated manpower programs has already been established'. It also found that it was 'the demand that CES should deliver manpower programs, as much as the increased client traffic, both generated by high levels of unemployment, which precipitated the crisis which has affected the Service in the past few years'.[2] The report recommended change in several key areas, including the establishment of CES as a statutory authority responsible for devising manpower programs, injecting more resources into CES, creating a zone management structure and re-organising its staff selection and training. Other recommendations were for the introduction of a three-tier placement system based on different levels of counselling needed by clients, upgrading CES accommodation, and for a computerised means of more effectively matching applicants with vacancies.

The Government response to the Norgard Report findings included significant staff increases, and the passing of the Commonwealth Employment Service Act of 1978. This Act defined the Service's functions, and established CES as a separate organisation to continue as an integral part of the federal department responsible for manpower. In December 1978, this became the Department of Employment and Youth Affairs (DEYA), and following another re-organisation in May 1982, CES has operated within the Department of Employment and Industrial Relations (DEIR). CES functions were to assist job-seekers both in finding employment and with information on occupational requirements; provide special assistance to disadvantaged groups such as migrants, Aborigines, the young and the handicapped; assist employers to fill vacancies; promote and implement (although not devise) manpower (labour market) programs; register the unemployed requiring unemployment benefit; publish information on the labour market and other CES services; and collect statistical and other relevant labour market information.

The impetus provided by the 1978 changes has enhanced the public image, visibility, resources, staffing and premises of CES. Its functions have grown significantly through a wide range of labour market programs and in providing specialist services to the disadvantaged unemployed. The responsibility for discharging these functions now rests on what has become a very large and far-flung organisation which operates in the context of a labour force of approximately 7.3 million of whom 700,000 are unemployed.

CES operates at four main management levels. Its executive head is a Deputy Secretary of DEIR who, since July 1984, has also assumed the responsibilities of the previous position of CES National Director. Senior management is concentrated at the CES Central Office in Melbourne under the Chief General Manager. State Regional Offices, each under a Regional Director, are responsible for the CES network in their states. Each Region is divided into CES Zones with Zone offices acting as the link between Regional Offices and CES offices. These offices are the direct deliverers of CES services and programs to employers and job-seekers. Expenditure on CES in 1983/84 was $134.4 million and total staff employed in June 1984 was 5,230, of whom 279 worked in its Central Office; 626 in Regional Offices; 97 in Zone offices; and 4,228 in CES offices and Career Reference Centres.

In its placement function CES acts as a labour market intermediary, providing a service for job-seekers and employers. According to ABS surveys, the proportion of total vacancies in the labour market notified to CES declined from 27.4% in May 1980 to 15.5% in May 1983. In 1983/84, CES processed nearly two million registrations, and filled approximately 600,000 of the 750,000 vacancies notified to it. At the end of the year 741,753 job-seekers were registered as awaiting placement.

In the same year about 210,000 people were given assistance under labour market programs, excluding Commonwealth Rebate for Apprentice Full-time Training (CRAFT) and community-based programs: about 133,000 were placed in subsidised positions, 46,000 in job creation programs and 31,000 in course-based programs. The vacancy-based and job creation programs constituted approximately 30% of total CES placements - more than twice the proportion placed under such programs two years previously.

Under the terms of reference of this Review, the Institute examined CES services in the light of their availability and suitability to young migrant job-seekers. The Institute conducted field studies in 19 CES offices; interviewed senior management officers in CES and DEIR Central Offices and four Regional Offices; interviewed 14 of the 33 Migrant Resource Officers; conducted surveys of both employers and young people who had made recent use of CES and its services; and consulted with a wide range of community organisations throughout Australia. The CES offices studied during the Review included 10 from among the 33 serving the highest numbers of migrants. Extensive use has also been made of information from the 1983 and 1984 General Surveys.

4.2 THE CES AND THE MIGRANT JOB-SEEKER

Since its establishment, CES has operated in the context of a high migrant intake and provided some assistance to migrants, largely in the form of pre-arrival and immediate post-arrival assistance. It was not until the late 1960s that specialist services started to develop, followed in the mid-1970s by establishment of Migrant Services Sections in Regional Offices. In spite of these developments, the Norgard Report expressed serious reservations about the limited extent of CES services to disadvantaged groups, including migrants, and recommended more counselling for migrants with regard to the labour market and training programs. It drew attention to the need for multilingual information, for improved CES capacity to communicate with migrants in their own languages, and for sensititation to migrant employment needs as part of internal staff training.[3]

As a result, the 1978 Act required CES to 'make special arrangements and provide special facilities wherever necessary so as to assist such persons who are immigrants or Aboriginals, who are young or handicapped ...' and further specified that CES was responsible for providing employment and training assistance to migrants who are recent arrivals in Australia (section 6 [a]).

During the June quarter of 1984, statistics on 169 of some 260 CES offices were collected by DEIR. They show that CES is an agency of central importance to migrants seeking employment - a position it has long held as the central and most immediately identifiable channel to employment for those newly arrived in Australia. In the offices surveyed (Appendix Table 4.A1):

- 33.5% of CES registrants were migrants
- 43% of overseas-born registrants were concentrated in 33 offices
- 20.5% (133,698) of registrants were migrants from non-English-speaking backgrounds; of these, 25.2% (or 5.2% of total registrants) were aged 15 to 24 years

- 13.1% of registrants were migrants from an English-speaking background; of these, 38.1% (or 5% of total registrants) were aged 15 to 24 years
- 22.4% (29,952) of migrants from non-English-speaking countries (or 4.6% of total registrants) had limited or no English language skills
- the Asian birthplace groups had the highest proportion of language difficulties (Cambodia 62.7%, Vietnam 53.6%, Laos 46.7%, China/Taiwan 45%)
- groups from Turkey and the Middle East, and those from Latin and South America and Timor also had very significant proportions assessed as lacking skills in English.

The significance of CES to migrants is not fully reflected by the numbers of overseas-born registrants. A further dimension is added when its place among various job-seeking strategies is considered. The analysis of methods of seeking work among the 1984 General Survey respondents showed that the Australian-born tended to use more varied ways of looking for work than migrants of non-English-speaking background, especially those with severe language difficulties. As Table 4.1 indicates, CES was one of only three job-seeking methods used by more than 30% of migrants with severe English language difficulties, whereas it was one of the six strategies available to a similar proportion of Australian-born respondents.

Table 4.1: Reported method of seeking work often used, by birthplace group, by language ability (as a percentage)

	NESB migrants by level of language difficulty				
	Severe	Moderate	Little or none	ESB migrants	Australian-born
Write to employer	6	12	22	29	34
Telephone employer	11	26	37	38	35
Personal visits	66	65	47	41	42
CES	30	42	42	34	35
Private agencies	3	3	9	9	6
School programs	2	4	5	1	7
Newspaper advertisements	25	49	63	59	63
Family/friends	48	48	36	26	31
Total respondents who had looked for work (N)	100 (183)	100 (398)	100 (479)	100 (140)	100 (954)

Source: 1984 General Survey.

Notes: NESB (non-English-speaking background)
The tripartite division of language difficulty used in the tables in this chapter is based on a composite measure of proficiency on a zero to 100 scale with equal weight given to each; see Appendix Three for further details.

Comparison of the 1984 General Survey results on successful methods in job-seeking (using the method by which each had obtained his or her most recent job) indicated that those migrants of non-English-speaking background who were competent in English had success similar to the Australian-born in all methods other than letter writing. Those least competent in English were considerably more limited in the methods by which they had obtained employment (Table 4.2). While Australian-born and migrants proficient in English tended to use a diversity of successful methods in finding jobs, migrants with severe language difficulties had few successful options for seeking employment other than through personal visits and the use of contacts among family and friends.

The survey responses contained in Tables 4.1 and 4.2 show that migrants experiencing language difficulties achieved less success than other groups in their use of CES, in spite of their comparatively greater dependence upon it.

Table 4.2: Reported method of obtaining most recent job, by birthplace group, by language ability (as a percentage)

	NESB by level of language difficulty				
	Severe	Moderate	Little or none	ESB migrants	Australian-born
Write to employer	1	3	6	5	12
Telephone employer	3	2	5	6	6
Personal visits	42	30	22	22	17
CES	10	12	15	11	11
Private agencies	-	-	2	2	2
School programs	-	1	1	2	3
Newspaper advertisements	5	11	19	20	17
Family/friends	31	32	22	23	26
None of these	8	10	8	8	6
Total	100	100	100	100	100
(N)	(168)	(358)	(428)	(133)	(894)

Source: 1984 General Survey

4.3 CES AND MIGRANT SERVICE ARRANGEMENTS

Following the 1978 Act, CES policy in respect of migrants, as expressed in the CES Manual, was that 'CES services are to be provided in such a way as to eliminate discrimination in gaining access to suitable job vacancies and other employment services'. One response to the employment disadvantages of its migrant clients, particularly those with poor English, was provision of bilingual officers, interpreters and, since early 1983, specially designated Senior Employment Officers (Migrant) more generally known as Migrant Resource Officers (MROs). From the mid-1970s, Regional Migrant Services Sections (MSS) had also been established in each state. Operational policy for migrant services has been developed in CES Central Office, particularly by the Migrant Services Section which became part of a new Job-Seeker Services Branch following a re-organisation in October 1984.

4.3.1 Central and Regional Migrant Services Sections

Until the October 1984 re-organisation which created a new Job-Seeker Services Branch, the Migrant Services Section in CES Central Office, comprising six officers, was part of the Special Services Branch which, together with the Aboriginal Employment and Training Branch and the Wage Subsidy Branch, constituted the Special Groups Division. The Division's functions included administering a range of training programs and developing and implementing specialised services for the special needs of CES clients. The role of Central Office has been to develop operational policy for the delivery of these services to migrants. A single line of authority to the Regions has operated, with Central Office setting standards for services and training and for the information material developed.

The recent re-organisation in Central Office has dissolved the Special Services Branch and its separate sections, including the Migrant Services Section. The new Job-Seeker Services Branch is responsible for the co-ordination and oversight of CES services to the full range of job-seeker clients, designing and developing guidelines for appropriate standards of service, identifying deficiencies and developing special arrangements for services to disadvantaged job-seekers (Appendix Table 4.A2). Simultaneously, a new Employer Services Branch was established in the Operations Division.

This re-arrangement has been implemented on the basis that, while the new Branch is concerned with all job-seekers, the special needs of disadvantaged clients can be effectively integrated into mainstream services. It is believed that, since officers with specialist backgrounds are responsible for the Branch, they will be more sensitive to the needs of special groups, including migrants, in mainstream services. Moreover, the Job-Seeker Services Branch has a more extensive role in establishing priorities within Central Office than its predecessor, the Special Services Branch. Some regional level MSS staff, have expressed the concern that the fusion could dilute available specialist services and skills and weaken established specialist arrangements and contacts. However, they also recognised that this could be offset if mainstream programs and services become significantly more sensitive to specialist client needs.

An aim of the current re-organisation is to make services more effective for all clients and at the same time place particular emphasis on improving services to the most disadvantaged. Implicit in the current CES papers and internal reviews is an awareness of the limited improvement in services for migrants, despite the Norgard Report recommendations and the 1978 CES Act, and of a need to upgrade the effectiveness of specialist service delivery, particularly to those of non-English-speaking background.

Regional Migrant Services Sections have been established in most states as part of specialist services (New South Wales has 8 positions in Migrant Services, Victoria 5, Western Australia 3, South Australia 5, Queensland 2). The MSSs have the following functions: monitoring facilities and services for migrants at CES offices and Migrant Centres (including the activities of MROs) through regular visits and review of reports on migrant services; arranging for the recruitment, training, placement and supervision of interpreters; monitoring and distributing lists of bilingual staff; ensuring community language material is available and displayed; assisting in servicing English language classes conducted by the Department of Immigration and Ethnic Affairs (DIEA); referral of migrants with overseas qualifications to appropriate local authorities;

co-ordination of departmental processing of applications for temporary entry permits and for the employment nomination scheme; co-operation with DIEA on these matters and liaison with other Commonwealth departments and ethnic and voluntary organisations. It is not yet clear whether, and to what extent, specialist services, including migrant services, will be similarly structured at the regional level.

4.3.2 Migrant Resource Officers, Interpreters and Bilingual Officers

Early in 1983 the CES appointed 33 Migrant Resource Officers in CES offices serving significant migrant clientele, 27 of whom were deployed in metropolitan Melbourne and Sydney.[4] According to the CES Manual the role of the MRO is to 'participate in and co-ordinate migrant activities in a CES office, under the direction of the Manager'. The MRO, who is at the first level of supervision in CES offices, is also required to be involved in most office activities including registration, recall interviews, matching, employer canvassing, staff training and work information. MROs are responsible for assessing the offices' interpreting requirements and liaising with ethnic organisations. They should also be familiar with the ethnic composition of the office register and should identify migrant job-seekers' needs and eligibility for training.

The Institute's CES office studies indicated that no individual MRO fulfilled all the Manual's prescriptions. Each, in consultation with the office manager, determined which requirements would be pursued, given the priorities of the individual offices. The MRO involvement in registration and other interviews varied considerably between offices, depending on other staff resources. In some offices, with limited interpreter and bilingual staff, the MRO carried a significant 'case load' generated by referrals of migrant job-seekers from the registration counter and self-service, a service by which job listings are displayed for job-seekers to select vacancies that interest them. Some managers considered MROs best utilised in assisting migrants in interviews for job placement, rather than through fulfilling the diverse functions defined in the Manual.

MROs interviewed during the Review reported that their role did not include systematic contribution to office policy on matters such as the assessment of English language ability and the occupational coding of migrant job-seekers. However, in a few of the offices visited, MROs conducted formal staff training on assisting migrants. Most MROs indicated that they had held 'informal one to one' sessions with colleagues. They saw themselves primarily as influencing colleagues' attitudes through informal discussions, their presence symbolising the CES commitment to migrants.

Most MROs interviewed during this Review were involved in community liaison work, reflecting the concern of Regional Migrant Services Sections that CES is not sufficiently known or understood by community organisations. In some offices where the MRO had a limited 'case load', community liaison work was a major focus, involving participation in inter-agency meetings, contact with Migrant Resource Centres (MRCs) and 'Multicultural Centres', Adult Migrant Education Service (AMES) centres and individual ethnic community organisations. Effective community liaison was directly related to the MRO's period of tenure as time was required to become known and accepted by local community groups. The MROs successful in establishing community links were those who had been longest in the position.

Local office surveys conducted by MROs and/or Regional MSS had provided information about the ethnic composition of their clientele. Following a 1984 DEIR survey of 169 of some 260 CES offices (those located in metropolitan and large provincial centres) this knowledge is now available to all MROs and covers those CES offices to which their services are provided.

It was recognised by one MSS that surveys were of limited use in guiding and assessing office operations unless they were used as a basis for on-going monitoring of migrant registration, referrals and placements figures. This MSS was, therefore, encouraging MROs to collect these statistics systematically. Two of the offices visited had begun to collect 'placed to referred' data by birthplace group which was being used to assess performance and set targets. From the perspective of this Review the absence of any 'migrant' statistics meant that there was no empirical basis for assessing how far MROs contributed to migrants receiving a due share of referrals and placements in subsidised and unsubsidised jobs.[5]

CES offices recognised the neglect of migrant job-seekers in the procedures by which job-seekers are recalled after specified periods of unemployment, despite the importance of recall interviews as a mechanism of assistance. In most offices visited the MROs had contributed positively to supervising and/or conducting recall interviews. In a number of offices MROs had initiated translations of the recall cards. However, there appeared to be some reluctance to systematically implement recall activities if there were no suitable vacancies or training positions available.

The MROs surveyed were involved in delivering labour market programs as part of their general case work with migrants. However, in none of the offices visited did MROs monitor migrant participation in programs. Some MROs had assisted course providers to organise courses for migrants under the Participation and Equity Program (PEP) or Experimental Training Projects. Some took a particular interest in the Special Needs Job-seekers program under which migrants with particular difficulties could be assisted. Usage by MROs of this program was, however, not in any way consistent and some made no use of it at all. MROs were also meant to be involved in the promotion of the job and related training needs of migrant job-seekers. With few exceptions, this has not occurred in a systematic manner.

MROs are responsible for assessing interpreting requirements. Where interpreters were employed in the offices visited, MROs played an important role in their co-ordination and supervision, and had provided them with informal on-the-job training in activities similar to those performed by Employment Officers.

The MRO position is filled by Senior Employment Officers (SEOs) recruited as generalist officers according to standard CES procedures in which Migrant Services Sections have no involvement. The position is considered in the same light as other SEO positions, to be occupied as part of the development of multiple skills in the CES career structure. As a consequence of this, the Review found that MROs varied considerably in the level of their commitment to servicing the needs of migrants, as well as in their backgrounds and skills.

As Senior Employment Officers, the MROs are directed by office managers and can be deployed to perform functions other than those identified in the CES Manual as specifically related to migrants. Zone managers and Regional MSSs can only exercise persuasive power to influence the office managers' deployment of

MROs. In many of the offices visited the MRO position was, in practice, part-time with the officer also having supervisory responsibilities in areas such as the administration of labour market programs, in-office training and employer servicing.

In keeping with the high level of staff turnover throughout CES, the tenure of MROs has been, with few exceptions, considerably less than the 12 months thought desirable by the MSS. This has limited MRO ability to perform prescribed functions and to develop a full understanding of their roles and requirements. The short tenure of many has detracted from the sensitising role that otherwise they might have played in their subsequent appointments.

The CES has two categories of staff to meet the language needs of its registrants of non-English-speaking background, bilingual staff and interpreters. The former are CES staff who happen to speak one or more languages other than English. The latter are staff specifically recruited for their language skills.

DEIR regards bilingual staff as 'an important and useful supplement' to interpreters. They 'are not considered as substitute for such staff'.[6] In 1982 the Institute recommended that the Australian Public Service extend its activities to recruit and effectively deploy bilingual staff. The situation of the then Department of Employment and Youth Affairs was specifically referred to. The recommendation was accepted by the Government and in accordance with it (COPAPs decision 38:1) the Regional MSSs maintain listings of bilingual CES officers and their locations.

In June 1984, the CES had 465 bilingual staff, 150 of whom were in receipt of the Language Availability Performance Allowance (LAPA). Of the bilingual staff, 254 spoke languages in demand among CES clients, 211 spoke languages that were in little demand (i.e. arbitrarily defined for this study as meaning that less than 10% of the country of birth/language group is assessed as having poor English). Among languages used frequently, the ratio of staff to registrants was much higher for the languages of established communities than for those of recently arrived communities. For example, there was one officer bilingual in Italian for every 34 Italian-born registrants assessed by the CES as having poor or no command of English. The ratio for Vietnamese registrants with poor English was 1:513.[7]

The effectiveness of bilingual staff deployment is difficult to gauge given CES staff turnover. DEIR considers the current deployment to be appropriate.[8] In June 1984, staff speaking Vietnamese, 'Yugoslav', 'Chinese' and Arabic tended to be located in offices with high concentrations of the relevant communities among their clients. In the case of Greek- and Italian-speaking staff the relationship between client groups and language skills was less apparent. In the offices studied, the allocation of bilingual staff to specific functions was not necessarily influenced by their language skills.

Although the number of CES interpreters has doubled since 1982, language resources are still spread thinly. In June 1984, to service 133,698 registrants of non-English-speaking background, 29,952 of whom CES had assessed as having poor or no English, there were 23 full-time and 37 part-time interpreters, most in Sydney and Melbourne. Interpreters are recruited and allocated to offices by the Migrant Services Sections according to assessment of need, and often serve several offices on a roster basis. They cover the languages of recent arrivals from the Middle East, Eastern Europe, South

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America and South-East Asia, and those of longer established migrants from southern Europe.

In all but two of the offices visited there were full- or part-time interpreters. The office studies found that interpreters 'create' their own business or clientele by attracting job-seekers from their language group(s) who had either not previously registered or had rarely used the CES. Their presence can also draw clients from other CES offices where there are not the relevant language skills. On a local basis interpreters, sometimes in co-operation with MROs, have produced translations of CES forms and explanations of services and programs in relevant community languages. Interpreters performed functions similar to those of Employment Officers - registration, recall and other interviews, as well as matching vacancies. This is recognised and supported by the MSSs. Nonetheless, while MSSs held meetings for interpreters to inform them about labour market programs and other matters, and MROs conducted some informal training, interpreters received no formal training in Employment Officer functions.

Registrants from the longer established migrant communities were relatively better served by the combined resources of interpreters and bilingual staff than were the recently arrived. In Victoria, for example, one Khmer-speaking bilingual officer was available to meet the language needs of 561 Khmers with poor English, whereas 28 Italian-speaking bilingual staff, plus two interpreters, served 976 Italian-born registrants assessed as having a poor command of English (1:33).

The Telephone Interpreter Service (TIS) is a further source of interpreting facilities. The 1983/84 National Director's Report includes a reference to 167 offices where dual head-set telephones have been installed to facilitate use of TIS. The utilisation of TIS was variable, but generally it was used as a last resort when no interpreter or bilingual staff were available. Interpreters or bilingual staff were generally preferred to TIS because of their familiarity with CES procedures.

4.4 GENERAL PROMOTION

Promotion of CES programs and services occurs at national, state and branch levels. At national level, promotion is the responsibility of the DEIR National Marketing and Occupation Information Division which controls promotional funding. This funding is primarily committed to national campaigns although, subject to the Division's approval, funds are also made available for state or more localised campaigns. The Institute's study on information provision found that promotion has been generally oriented towards job-providers rather than job-seekers.

Allocation for promotional purposes in 1984/85 was $2.7 million. The Division estimated that approximately $1.7 million would be used for major national campaigns, including the promotion of programs for Aborigines and the disabled. The balance of the allocation was expected to be spent on maintaining standard information provision such as pamphlets, and on state campaigns featuring themes such as school-to-work transition and migrants. In 1984/85, $35,000 was initially allocated to the Victorian office. The Review was told that this amount was likely to be reduced, and in any case would be sufficient only to produce limited brochure material. One DEIR spokesperson noted that migrants were not a high priority for promotional activity as they already represented a high proportion of CES registrations.

In August 1984, DEIR released a new series of five video programs, 'Introducing the CES', intended to inform users and potential users about CES and its services. The programs are: 'Your Employment Service'; 'Planning for Work'; 'Looking for a Job'; 'Helping Migrants' and 'Unemployment Benefits'. Each program is available in thirteen languages and running time varies from 7 to 12 minutes. Distribution is handled through Work Information Centres and Career Reference Centres, with copies available for lending - including lending to migrant organisations nominated by CES offices.

Also available for user information, and intended as an adjunct to consultation with CES offices, is the pamphlet Your guide to jobs, produced in sixteen languages to replace the earlier Help CES help you. The new pamphlet is intended for presentation to all registrants at registration interview. It is available to schools on request. Translation is not undertaken into languages which would require an annual national distribution of fewer than 1,000 copies. Distribution is dependent on offices requesting sufficient supplies to meet their needs. CES and DEIR staff consulted during this Review generally accepted that the pamphlet was of limited value unless used in consultation with CES officers.

In addition to centrally produced and distributed multilingual material, the Migrant Services Section produces a Migrant resource guide for use in offices. The guide, which is regularly updated, contains a statement of the development of DEIR/CES policy towards migrants, adapted from the Norgard Report and the Institute's Evaluation of post-arrival programs and services; an outline of the activities of Migrant Services Sections; and a list of migrant community and general organisations. The New South Wales Migrant Services Section has recently begun to produce a public and an in-house newsletter. The former includes promotional material about CES, the location and languages spoken by the CES interpreters and the location and activities of 'specialist' MROs. It has also supported translations of signs and recall letters by MROs and interpreters.

Ethnic radio is provided with lists of vacancies to broadcast, a service also provided to a number of English language stations. In Melbourne these lists are used by very few community broadcasters. Prospects for co-operation between DEIR, CES and individual broadcasters appear to be limited, although the Migrant Services Section has provided 'segments' in ten community languages. At office level some reservations were expressed about the efficacy of CES promoting itself through the ethnic media. There was concern that demands might be created that individual offices could not meet. The Regional MSS consulted in the course of this Review were divided in their opinion about the conduct of promotion campaigns for migrant job-seekers. The Institute has noted with interest the marketing campaign by the Western Australian Regional MSS in which migrant work skills are to be promoted to employers on commercial radio.

4.5 CES PROCEDURES AND THE MIGRANT JOB-SEEKER

Like most large-scale and physically decentralised organisations, the CES has developed a set of codified procedures to govern its staff's functions and responsibilities. These procedures are elaborate and contained in the eight-volume Manual of Procedures which currently runs close to 1,000 pages. Of particular interest to this Review are the procedures which staff are directed to follow with regard to registration, job vacancies and the delivery of labour market programs. These procedures and their practical interpretation at CES office level are of major importance in determining job-seekers' prospects of obtaining employment through CES, and the type of employment that might be obtained. They are also central influences in determining access to and information about CES services and programs provided to job-seekers. Although there are variations and adaptations, the basic processes are outlined below. In this context the procedures of particular significance are:

- the registration process - the initial face-to-face contact between the job-seeker and CES
- the placement process - the referral of job-seekers to employers either by way of matching (where the CES itself matches jobs with job-seekers) or self-service (where job-seekers select the vacancies for which they wish to apply)
- the recall process - the provision of additional support to job-seekers who are apparently having substantial difficulties in gaining employment.

4.5.1 Registration

The registration interview is intended to perform two functions. The first is to collect and record on a registration card, client information relevant to employability and potential areas of employment. On the basis of this information the registrant is given an occupational coding under the Australian Standard Classification of Occupations (ASCO). The second function is to inform the client of CES services and the client's responsibility to the CES. The information pamphlet, Your guide to jobs, is given to the client and, where applicable, an application form for unemployment benefit. The registration interview can also be used to refer the client to more intensive counselling either by CES staff, including MROs, or counselling by vocational psychologists or employment counsellors.

The registration interview provides CES with the information which forms the basis on which CES-initiated action on behalf of job-seekers is undertaken. The accuracy and substance of the information exchanged is crucial for all users of CES. The procedures and the conduct of interviews can, however, create barriers to the effective utilisation of job-seeker services in meeting the needs of migrants, particularly those with language difficulties.

Most offices observed during this Review had significant migrant clienteles with the proportion of job-seekers of non-English-speaking background on their registers varying from 29-57%, with between 18-30% of these migrants assessed as having poor command of English. CES staff appreciated the importance of registration procedures and the problems arising from language difficulties. Interpreters and relevant bilingual staff tended to be deployed for registration, recall and other interviews, such as those resulting from matching and referrals from self-service, or registration for more intensive advice and counselling.

The actual conduct of registration interviews varied among offices and was strongly influenced by the staff, time and physical resources available. In most offices the registration interview was by appointment. The job-seeker could wait several days for it, depending on staff availability. Interviews generally took between ten minutes and half an hour and were conducted in semi-private cubicles. At one large office they were held at an open counter and, during busy periods, in front of a ten-deep waiting queue.

An unemployed person seeking assistance at an employment office is subject to stresses which are aggravated by hurried interviews. These stresses are accentuated for people new to Australia and who have a limited understanding of English. As a result, effective communication and understanding may be undermined and the employment and training prospects of overseas-born registrants of non-English-speaking background may be adversely affected.

The consequences of a job-seeker being defined as having language difficulties are as important as potential misunderstandings in the course of registration interviews. This definition is based on the subjective judgment made of registrants by officers operating in stressful situations whose training in discerning relevant language capacities is understandably limited. However, it significantly influences the outcomes of the registration interview in terms of the information registrants receive and their chances of being employed through CES endeavours.

Firstly, the information received by job-seekers depends to a considerable extent on the interviewing officer's assessment of 'job readiness'. This concept is based essentially on assessment of a registrant's suitability for immediate employment. In the case of registrants of non-English-speaking background, observed during the conduct of this Review, the assessment of job readiness was significantly influenced by perceived English language ability. Those considered 'job ready' were provided with detailed information on CES services and the mechanics of using them. Those not so assessed were more likely to be informed of how to apply for unemployment benefits and, in accordance with the CES Manual, to be referred to DIEA for English language lessons.

Secondly, there was general agreement among staff interviewed, including interpreters and bilingual officers, that English language skills were an essential pre-requisite for employment in all but basic manual occupations and that, accordingly, job-seekers with limited English were likely to be given unskilled occupational codings, which might not take into account qualifications or work experience gained overseas. This view was borne out in the one CES office visited that had collected birthplace data by occupational coding, an office where more than 50% of the clientele were of non-English-speaking background. Overwhelmingly, those with a poor command of English were coded in the 'Basic Manual' and 'Manufacturing and Construction Occupations', more specifically as labourers, factory hands and process workers. Of male Indo-Chinese youth, for instance, 65% were classified in the 'Basic Manual' codes while only 32% of males and 23% of males in the state in question, were so classified. Of 174 male Indo-Chinese youth assessed as having poor English, 173 were coded in the 'Basic Manual' and 'Manufacturing and Construction' codes. Female Indo-Chinese youth were even more markedly confined to unskilled occupational codings.

It should be noted that the Institute's office studies observed some inconsistency between the assessment of English language proficiency from the vantage points of determining a job-seeker's need for an interpreter on the one hand, and determining his or her job readiness on the other. When assessment was made as to whether registration interviews would be conducted in English, interviewing officers tended to assess English proficiency as sufficient not to require interview through an interpreter. This assessment of English language proficiency, however, appeared not to extend to the assessment of employability, and registrants of 'limited English language proficiency' were likely to be given occupational codes restricted to unskilled manual tasks.

4.5.2 Matching and Self-service

For job-seekers using CES there are two main procedural channels by which they are likely to be referred to potential employers. These are matching, which, according to the DEIR Annual Report for 1983/84, accounted for 31% of referrals and 40% of placements, and self-service which accounted for 54% of referrals and 37% of placements.

Matching is a CES-initiated process by which a vacancy's occupation and description code is checked against the cards of registrants of corresponding occupational code to locate suitable applicants. A decision as to the registrants' suitability is made by the officer matching. The registrants chosen are contacted to attend an interview at their CES office on the basis of which referral to the employer for a job interview is decided.

Self-service is a less time-consuming process for staff than matching. Since its introduction in 1979, it has become an important channel of referral and placement. Vacancies are notified on self-service display boards which are divided into fourteen categories. These comprise nine major occupational codes; country positions; interstate positions; labour market programs (subsidised positions); self-employment, and part-time, casual and apprenticeship positions. Self-service does not allow the client to contact an employer directly as employer details are not displayed. Job-seekers interested in self-service positions note details on a 'screening aid slip' and present it to the self-service staff who assess the applicant's suitability for interview with the relevant employer. Applicants who pass this screening are referred to the employer.

The registration interview and the occupational coding given a registrant are influential in the registrant's chances of being matched to a vacancy by CES. In most of the offices observed only 'the more difficult to fill' vacancies, requiring special skills, were likely to be matched. Unskilled vacancies were generally displayed on self-service boards without an attempt to match them being made because they were usually easily and quickly filled by this method. One consequence of this approach is that job-seekers registered in unskilled occupational codes are less likely to benefit from the matching services offered by the CES. As previously noted, it is into these occupational codes that those migrants experiencing language difficulties are most likely to be placed at registration.

Matching involves an office contacting registrants at their homes by telephone or Australia Post courier, and inviting them to attend their office for an interview regarding a potential job. The CES does not collect birthplace data on referrals and placements. The response to the questions in the Institute's General Surveys on respondents' histories of contact at home by CES indicated a significant imbalance in contact of registrants in different birthplace/language groups. In the 1984 General Survey, 50% of the Australian-born CES users reported that CES had contacted them at home about a potential job. This was a higher rate of contact than for any group of non-English-speaking background surveyed except the Italian-born, and was significantly higher than for the Vietnamese-born (26%) and the Arabic-speaking (27%) - the two groups that the survey found were most likely to face language barriers in their use of CES.

However, when the 1983 and 1984 General Survey results were analysed by language ability, birthplace itself was shown not to be the relevant factor. Both surveys indicate that those migrants of non-English-speaking background competent in English have a contact rate similar to that of the Australian-born respondents. The contact rate was clearly lower, the lower the level of language competence; those with moderate difficulties with English having significantly less chance of being contacted than the language proficient, and those experiencing severe language problems having very little chance of being contacted at all (Table 4.3).

Table 4.3: Number of times contacted by the CES, by language ability

	NESB migrants by level of language difficulty									
	Severe		Moderate		Little or none		ESB migrants		Aust-born	
	%		%		%		%		%	
Never contacted	73	(70)	69	(66)	49	(50)	46	(53)	44	(48)
1-5 times	26	(30)	30	(33)	45	(43)	48	(37)	50	(46)
more than 5 times	1	(0)	1	(1)	6	(6)	4	(10)	5	(7)
Total Number	180	(54)	318	(135)	292	(129)	141	(30)	1,425	(229)
Average number of times contacted	0.7	(0.6)	0.7	(0.7)	1.4	(1.6)	1.2	(1.5)	1.3	(1.5)

Sources: 1983 General Survey

Note: Those who had ever applied for unemployment benefit; in brackets are the 1984 General Survey responses to the same question, by those who had registered with CES during the 12 months prior to interview.

Job-seekers of non-English-speaking background not proficient in English appear to have considerably less likelihood of being referred to a potential employer through CES matching procedures than those competent in English, whatever their background (Table 4.4). The limited data provided by the General Survey on the outcomes of referral indicates that, once referred, those with severe language difficulties are more successful in obtaining work than the disadvantage imposed by CES emphasis on the language factor might suggest.

More generally, the results of the analysis in Chapter 2 indicate strongly that, while difficulty with the English language does influence success in obtaining a job, it is less significant than a range of other factors. Certainly, the emphasis placed on English by CES - evident both in its processes and in the patterns of contacts and referrals in the matching process - appears excessive. This creates a barrier to participation in employment for

Table 4.4: CES placements through matching

	NESB migrants by level of language difficulty				
	Severe	Moderate	Little or none	ESB migrants	Aust-born
No. of persons registered	180	318	292	143	1,424
No. contacted about a job (matched)	48	98	149	77	790
No. obtained jobs	14	33	60	27	314
% matched to placed	29	34	40	35	40
% registered placed	8	10	21	19	22

Source: 1983 General Survey
Note: includes those respondents who had applied for unemployment benefit

those migrants experiencing language difficulties. This is discussed further in Chapter Five.

The job-seeker's main alternative to being matched at CES initiative is to 'self-match' with the vacancies listed on self-service display boards. After selecting a vacancy the job-seeker is screened to assess suitability for the position. CES considers screening to be a vitally important process, in part because one of the main criticisms from employers concerns referral of job-seekers whom they regard as unsuitable. The CES Manual states that 'job-seekers who do not meet the essential job criteria set by the employer should on no account be referred'. Rather, those job-seekers are to be advised of the reasons for non-referral and referred for special assistance if necessary.

Self-service was not designed for clients who have difficulty with the English language and lack familiarity with the Australian employment system. Those who are of non-English-speaking background are not the only ones lacking skills to use the system. The Review's observations in offices showed that it was not uncommon for native English speakers to misread or misunderstand the job descriptions on the self-service boards, which were introduced as a means of improving efficiency and convenience for those clients requiring minimal CES assistance. Job descriptions on self-service boards are in English only, and language resources are not usually located at self-service counters.[9] In the offices observed, the view was held that the most appropriate use of language resources was at the registration counter, where social security matters were handled and more intensive assistance provided.

Unlike the matching procedures, the job-seeker is a participant in self-service screening and can question the basis for rejection. The office studies found that this can lead to tensions between clients and staff. Staff may become exasperated by repeatedly explaining to the same type of job-seeker why they are not suitable for positions. Clients may see the screening staff as deliberately frustrating their efforts to make direct contact with potential employers.

Nonetheless, for those registrants of non-English-speaking background who are unlikely to be matched, there is a strong inducement to try to use self-service despite language difficulties. The office observations and youth field studies suggest that people with poor English persist in making use of self-service boards despite considerable difficulties. The 1984 General Survey (Table 4.5) indicated that a significant proportion of those with severe English difficulties attempted to use self-service, although the proportion was not as great as that of the language competent, and that the use of self-service by migrant job-seekers of all levels of language proficiency had increased since the 1983 General Survey.

Table 4.5: Use of self-service, by language ability (as a percentage)

	NESB migrants by level of language difficulty				
	Severe	Moderate	Little or none	ESB migrants	Australian-born
Yes	62	83	83	87	86
No	38	17	17	13	14
Total	100	100	100	100	100
(N)	(66)	(151)	(153)	(38)	(247)

Sources: 1984 General Survey
Note: includes only respondents unemployed in the prior 12 months

Moreover, the 1984 General Survey indicated a greater preference for use of the display board than for being interviewed in the traditional referral channels, and this was so even among migrants with English language difficulties (Table 4.6). Among the birthplace groups, the Vietnamese-born indicated the strongest preference for using the display board although it was the group which reported the greatest level of language difficulty in the use of CES.

Table 4.6: Preference for type of assistance at CES (as a percentage)

	NESB migrants by level of language difficulty				
	Severe	Moderate	Little or none	ESB migrants	Australian-born
Display board	49	59	53	66	49
Interview	26	16	13	7	13
No preference	26	25	34	28	39
Total	100	100	100	100	100
(N)	(47)	(124)	(121)	(29)	(215)

Source: 1984 General Survey
Note: includes only those registered in 12 months prior to interview

Although over 60% of migrants of a non-English-speaking background who had severe language difficulties attempted to use self-service, many never asked about the jobs displayed. These job-seekers were about half as likely to make further enquiries about self-service vacancies than any other group, with 40% making no enquiries compared to 17% of migrants with moderate language difficulties and 19% of the Australian-born.

Examination of referrals by CES to employers after self-service requests indicated that, among the migrants of non-English-speaking background, referrals were directly related to language ability, with those who had severe language difficulties being least likely to be referred (Table 4.7).

Table 4.7: Number of times interview arranged after asking about a job from the self-service board (as a percentage)

	NESB migrants by level of language difficulty				
	Severe	Moderate	Little or none	ESB migrants	Australian-born
None	42	28	25	41	24
1-10 times	50	61	68	44	65
over 10 times	8	12	7	15	11
Total	100	100	100	100	100
(N)	(24)	(102)	(98)	(27)	(162)

Source: 1984 General Survey

As shown in Table 4.8, of the jobs actually obtained after referral from self-service, the language competent groups enjoyed a similar rate of success (43-45%). This was about twice that of migrants with language difficulties (21-26%).

Table 4.8: Success in obtaining a job after use of self-service board (as a percentage)

	NESB migrants by level of language difficulty				
	Severe	Moderate	Little or none	ESB migrants	Australian-born
Successful	21	26	43	44	45
Unsuccessful	79	74	57	56	55
Total	100	100	100	100	100
(N)	(14)	(73)	(75)	(16)	(127)

Source: 1984 General Survey

Another way of assessing success in using self-service is to compare the proportion of jobs obtained as a result of enquiries about vacancies displayed on the boards. Of the respondents of non-English-speaking background to the 1984 General Survey, 13% of those with severe English language difficulties who had enquired about jobs eventually obtained one as a result of their enquiries, compared with 19% of those with moderate difficulties, 33% of those who had little or no problem with English, and 35% of Australian-born respondents. In sum, the group which was least likely to obtain a job through CES matching procedures was also the least likely to obtain one through self-service.

4.5.3 Recall Interviews

The CES recognises that in addition to the normal services provided to registered job-seekers, there is a need to review the requirements of job-seekers, and in particular, to assess their eligibility for assistance under labour market programs. The procedure for this is a series of recall interviews. Recall interviews are a mechanism by which CES offices can periodically contact registrants who have not reported success in finding employment. They are designed as a means of counselling subsequent to registration interviews as well as a means of maintaining and updating office registers. The CES Manual defines no specific recall procedures for migrants as a special group. As noted earlier, some MROs had initiated recall programs for migrants.

CES procedures set our four points at which 'recall interviews' are to be conducted. The first is at the manager's discretion following a general assessment of registration cards which, according to the CES Manual, should be conducted nine weeks after registration. The purpose is to assess the most relevant course of further action that the office might take on behalf of recently registered clients. The three other recall interviews include assessing the eligibility and suitability of registrants for labour market programs and are laid down in the CES Manual as mandatory procedures. The Manual states that after 17 weeks all job-seekers aged under 25 'are to be offered the opportunity of a personal interview as close to the 17 weeks as possible'. This interview has the specific purposes of advising job-seekers on effective means of job-seeking and canvassing, explaining their eligibility for training programs, and issuing them with self-canvassing cards to inform employers they approach directly of their eligibility for subsidised programs.

At 34 weeks registrants aged from 18 to 25 become eligible for the Extended Special Youth Employment Training Program. The Manual requires that youth be recalled for a special counselling and advice interview, similar to that conducted after 17 weeks but with greater concentration on the reasons why the client has not found employment. The CES Manual requires that a further recall interview should be conducted after one year of continued unemployment.

The Manual notes that 'job-seekers who fail to respond to correspondence or to attend for interview will have their registration lapsed seven days after despatch'. 'Lapsing' involves the removal of registrants' cards from the 'active' file used for matching purposes. The standard letters inviting job-seekers to interviews state that the CES 'will assume that you no longer need assistance and cancel your application, if we do not hear from you within seven days'. At the manager's discretion a follow-up letter advising of the lapsing action can be sent. This mechanism has become an important part in maintaining job-seeker registers so that files used for matching are not clogged with cards of registrants no longer seeking employment.

Figures provided by DEIR indicate that in 1983/84, 84,190 special counselling and advice interviews (eight months recall interviews for youth) were conducted. During the year 138,458 youths entered the 'eight-month' unemployed category. In other words, 60.8% of those eligible to be interviewed were interviewed. From these interviews, 20,897 referrals were made to unsubsidised vacancies, 69,951 to subsidised vacancies and 14,636 to course-based programs. These referrals resulted in 6,940 jobs, 24,822 subsidised job placements and 5,355 placements in courses. These figures suggest that the eight-month interviews for youth are a significant referral and placement channel for both vacancy-based and course-based programs, with 18.2% of SYETP placements and 24% of Participation and Equity Program (PEP) placements resulting from them.

Respondents to the 1984 General Survey were asked whether CES had offered them recall interviews after they had been unemployed for eight months. Although the number of respondents who had been unemployed for eight months was small, and response can only be indicative, only 28% of the sample reported having been offered recall interviews. Respondents of English-speaking background reported a higher rate than the average, while among the respondents of non-English-speaking background the contact varied considerably, with the Yugoslav-born, Arabic-speaking and Vietnamese-born respondents being offered such advice the least frequently (Table 4.9).

Table 4.9: Reported CES recall interviews after 8 months of unemployment, by birthplace group (as a percentage)*

	Aust	UK	Greek	Ital	Yugo	Viet	Arab	Span	Total
Yes	43	33	42	40	7	22	15	50	30
No	57	67	58	60	93	78	85	50	70
Total	100	100	100	100	100	100	100	100	100
(N)	(70)	(6)	(12)	(10)	(28)	(49)	(27)	(12)	(214)

Source: 1984 General Survey

* includes only those registered at CES and continuously unemployed 8 months or more in last 12 months

When the survey responses are analysed by language proficiency a clearer pattern of provision of recall interviews is evident (Table 4.10). The 1984 General Survey, although derived from a small sample of those respondents unemployed for eight or more months, suggests that the number of recall interviews is generally low (lower than DEIR figures indicate) and that it declines significantly for those with the most severe language difficulties. The office studies found that recall interviews have become a work-related exercise, i.e. they are conducted when resources are not all being used in higher priority tasks. There appeared to be no clear pattern of actual implementation of the requirements for formal reviews and recall interviews.

Table 4.10: Reported CES recall interviews after 8 months of unemployment, by language ability (as a percentage)

	NESB migrants by level of language difficulty			
	Severe	Moderate	Little or none	Total
Yes	9	25	31	23
No	91	75	69	77
Total	100	100	100	100
(N)	(34)	(64)	(39)	(137)

Source: 1984 General Survey
Note: For Australian-born and UK/Eire-born see Table 4.9.

4.5.4 The Job-seekers' Perspective

In the 1984 General Survey, respondents were asked to assess how satisfactory was the service they received from CES. About half of the users surveyed found the service to be satisfactory. However, when analysed by degrees of English language difficulty, those with the least proficiency were the most dissatisfied (Table 4.11). Only 35% of migrants with severe language difficulty, compared to 59% of migrants of non-English-speaking background with little or no language difficulty, were satisfied with CES services.

Table 4.11: Satisfaction with CES services by language ability (as a percentage)

	NESB migrants by level of language difficulty				
	Severe	Moderate	Little or none	ESB migrants	Australian-born
Satisfactory	35	53	59	54	54
Unsatisfactory	38	30	31	36	30
Don't Know	27	17	11	11	16
Total	100	100	100	100	100
(N)	(94)	(264)	(314)	(84)	(588)

Source: 1984 General Survey

Those dissatisfied with CES tended to blame uninterested or unsympathetic staff (over half the respondents). Newly arrived migrants tended to emphasise the inadequate number and variety of jobs, while migrants with severe language difficulty referred to a lack of interpreting services and to uninterested staff as the reasons for unsatisfactory service.

4.6 CES AND LABOUR MARKET PROGRAM DELIVERY

The difficulties for migrants created by CES general job placement procedures also appear in labour market program delivery. This is particularly important as these programs are intended to assist those with significant labour market disadvantages. Low participation rates for migrants, particularly those with English language difficulties, are manifest in data examined in detail in Chapter Five. The focus here is on the contribution of CES procedures to that result.

For convenience, labour market programs with which CES is involved may be divided into three categories:

- vacancy-based programs for which CES administers referrals, but which depend on employers notifying CES of suitable vacancies
- job creation programs for which CES administers referrals but which are dependent on the availability of project sponsors
- course-based programs aimed at enhancing employability through formal training, for which CES acts as a referral agency and disseminator of information.

Data relating to referrals to these programs is fragmentary since CES does not record it in a systematic or accessible form. It is therefore difficult to quantify the balance between the CES contribution to migrant under-utilisation of the programs and those of employers, project sponsors and course providers. Nonetheless, the available information indicates that CES makes a significant contribution to this outcome.

Access to all three groups of programs, excepting SYETP which depends more on use of self-service and self-canvassing, is substantially through matching. This depends on the accuracy, extent and sensitivity of the initial registration information. This information, based on an assessment of job-seekers' immediate 'job readiness', may not accurately represent their potential to benefit from programs. Moreover, registration procedures tend to place those with low English proficiency into those occupational codes least likely to be matched. They also influence the type of information CES provides to migrants and others about the range of training options available.

As has already been seen, a review procedure with specific connection to labour market programs for all the longer term unemployed, regardless of their coding, is ostensibly provided by the recall interviews. Where these procedures are applied, the indications are that they are an important source of referral to programs. The value of the recall procedure is diminished by inconsistent implementation. Evidence from the 1984 General Survey suggests that migrants with limited English are least likely to participate in recall interviews.

As has been shown, the self-service system and the CES screening policy leave those with low English-language ability at a severe disadvantage. The development of CES as a placement employment agency has not prompted the generation of data and procedures necessary to efficiently deliver programs specially designed for disadvantaged groups. This is despite the fact that Commonwealth subsidised programs for assisting disadvantaged groups comprise an increasing proportion of CES vacancies.

Finally, promotion of the programs is limited. Recent general promotion of CES has included a series of five short videos 'Presenting the CES' released in thirteen languages. One of them, 'Helping Migrants' looks at the situation of the migrant job-seeker. The videos contain two brief references to labour market programs. No material describing the programs is issued to school students, although the English language booklet Labour force programs and services: guide is issued to schools careers teachers. The only printed information from which the job-seeker of non-English-speaking background is likely to gain information on labour market programs is the simply written pamphlet Your guide to jobs which has been translated into 16 languages and is intended for presentation to job-seekers at registration. Its coverage of labour market programs is limited to a single, not very informative, paragraph: 'There are a range of programs available to help job-seekers develop skills and obtain work. Eligibility usually requires a period of continuous registration with the CES.' This is considerably less information than was contained in Help the CES help you, the earlier pamphlet it replaced. Two pamphlets on the Community Employment Program (CEP) have been produced in English. Job opportunities in your community is intended to inform the general public of the program. Equal employment opportunities for women is directed towards potential employees under CEP. Pamphlets directed towards other target groups under the program are not available.

The limited nature of this promotion material in English, and more particularly in community languages, was reflected by respondents to the 1983 General Survey, unemployed for four months or more, when asked if they were aware that they could qualify for training through CES. Analysis of response by language ability indicated that awareness of eligibility decreased significantly with lesser language ability. As shown by Table 4.12, knowledge was highest among Australian-born (63%) and least among migrants with severe language difficulties (21%). Analysis of the 1984 General Survey presented similar findings although there was an overall increase in awareness across all groups.

Table 4.12: Awareness of eligibility for CES job training programs, by language difficulty (as a percentage)*

	NESB migrants by level of language difficulty				
	Severe	Moderate	Little or none	ESB migrants	Australian-born
Yes	21	36	57	53	63
No	80	64	43	47	37
Total	100	100	100	100	100
(N)	(176)	(243)	(213)	(96)	(920)

Source: 1983 General Survey
* includes only respondents unemployed four or more months

4.6.1 Vacancy-based programs

Vacancy-based programs depend on the CES attracting notifications of suitable vacancies. The programs relevant to migrant and refugee youth include SYETP, Special Needs Job-seekers and On-the-job placements under General Training Assistance.

Special Youth Employment Training Program (SYETP)

Employers can specify that a SYETP vacancy is to be filled exclusively by, or is available for, a subsidised job-seeker. Such vacancies are listed on a separate self-service board although general vacancies displayed on other boards may also attract job-seekers eligible for subsidy under these and other programs. The self-service process of selection from display boards, screening, interview and referral procedures are the same for subsidised and general vacancies, although the office must confirm the applicant's eligibility for subsidised employment after initial screening. SYETP placements can also be made through self-canvassing by job-seekers or nomination by employers. Once a subsidised placement has been made, administration of the program under which subsidy is provided is carried out by the Labour Force Programs section of CES. A subsidy agreement must be signed between CES and the employer and 'supervisory visits' are required to be made by CES officers. CES also administers the subsidies paid under SYETP.

The Manual prescribes that SYETP vacancies should be both matched and displayed on self-service boards, the usual CES channels for job-filling. No statistics are available of the balance between the two methods of placement, but the best estimate from staff interviewed during this Review is that, in practice, around 40% of SYETP vacancies are placed through matching procedures. The disadvantages faced by those of non-English-speaking background in the matching procedures, as far as general job-seeking is concerned, also face them in gaining access to SYETP. If their English is assessed as inadequate, they tend to be coded into basic manual occupations, which are the least likely to be matched.

In the case of self-service, any registrant unemployed more than four months and fulfilling the age and education requirements is eligible. DEIR's directive is that 'people eligible for referral to a subsidised vacancy who select the vacancy from the self-service board, or by self-canvassing are to be referred'.[10] The general disadvantages of migrants of non-English-speaking background in using self-service, apply directly to their use of self-service to obtain access to SYETP subsidised vacancies. Interviews of self-service applicants for SYETP vacancies are concerned primarily with the applicants' suitability and eligibility. At these interviews, the language difficulties of migrants may once more tell against them through CES assessing them as not yet 'job ready'.

A recent DEIR directive has attempted to target the groups intended to benefit from SYETP more specifically. Whereas CES offices were previously directed to refer any job-seeker eligible (i.e. as regards age, length of time away from education and length of time unemployed) they are now when matching to select from registrants considered suitable for referral 'those who have the longest periods of unemployment'.[11]

The likelihood that this directive will overcome the disadvantages experienced by migrants of non-English-speaking background in gaining access to SYETP appears limited. Matching accounts for only a minority of placements under the Program, and migrants with language difficulties are in any case less likely to be in those occupational codes that are matched. Moreover, since there is no separate record of migrants with English difficulties, particularly those long-term unemployed, the task of matching these people becomes more complex the larger the register of unemployed held by an office.

Another method used to gain SYETP employment is through canvassing cards, distributed to individuals unemployed four months or more, which can be used by them to seek subsidised jobs directly from employers. The distribution of self-canvassing cards is conducted during the recall interviews. The office studies indicated that distribution was not systematic, and the 1984 General Survey found that only 35% of eligible respondents had been issued with cards. People of non-English-speaking background were significantly less likely to be issued with cards than the UK/Eire- or Australian-born respondents (26% compared with 40% and 48% respectively). Of respondents of non-English-speaking background, 14% of those with severe English language difficulty received the canvassing card, compared with 24% of those with moderate difficulty and 35% of those with little or no difficulty in English.

Overall, the available evidence indicates that the acute employment disadvantage faced by recent migrants from non-English-speaking countries has been compounded, not alleviated, by the operational procedures governing SYETP.

General Training Assistance - On the job (GTA-OTJ)

Placement under GTA-OTJ depends on vacancies which are 'labour market tested'. This requires that a vacancy be processed through the normal matching and self-service channels. If the vacancy remains unfilled after 48 hours on the 'open market', CES may decide that this is due to a shortage of relevant skills. Given this, CES can advise the employer that the vacancy has not been filled through usual channels but that a trainee placement under GTA may be arranged if this alternative is acceptable, and a suitable trainee can be located. Only when these conditions have been met can placement be made.

Migrant participation, as indicated in Chapter Five, is comparatively high. As has been seen, the usual procedures of matching and self-service tend generally to disadvantage migrants, especially those with language difficulties. It appears that once these procedures have been exhausted, migrants have been relatively successful in gaining access to the program.

Although GTA has a relatively high percentage of migrants in the program, it nevertheless has been in decline since 1977/78. DEIR attributes the decline to 'a number of factors including administrative changes, deteriorating labour market conditions and the introduction of large-scale programs directed at youth'.[12]

Special Needs Job-seekers (SNJ)

SNJ was intended to support individual job-seekers (as opposed to target groups) who experience special difficulties competing in the open labour market because of social, cultural or other factors. Among the examples given in the CES Manual were migrants and refugees, ex-prisoners, wards of state, single parents and older workers. Assessment of any special need of applicants can be made by CES Senior Employment Officers, or where necessary, Employment Counsellors or Vocational Psychologists. Taking into consideration the job-seeker's needs and skills, the interviewing officer may be able to identify a suitable training vacancy, or specifically canvass employers for such a vacancy. Unlike GTA-OTJ, vacancies do not have to be labour market tested.

CES offices observed during this Review fluctuated considerably in their use of SNJ, with migrant placements being largely left to the initiative of MROs. Some MROs surveyed made extensive use of SNJ while others, even though their clienteles were similar, did not utilise it at all. Allocation of target numbers to CES offices under SNJ is made by CES Zone offices. It was observed by staff that utilisation under SNJ tended to be self-perpetuating. The offices already using the program were assigned further target numbers by Zone offices. Those not utilising it were less likely to be assigned targets.

This very small program, covering only 2,097 job-seekers in all in 1983/84, assisted more migrants with language difficulties than did SYETP, under which there were 87,590 placements. This successful placement of migrants with language difficulties suggests the advantages of filling vacancies outside the usual matching and self-service channels, on the basis of individual assessment of the job-seeker's needs. This reinforces the indications that the usual channels of referral disadvantage migrant job-seekers in gaining access to the larger programs.

The guidelines for SNJ were significantly changed in November 1984. The changes included the replacement of migrants and refugees in the eligibility criteria by job-seekers with disadvantages such as illiteracy and inability to learn or to use English. It remains to be seen whether under the new guidelines the program will remain an effective mechanism for placing migrants with language difficulties.

4.6.2 Job Creation Programs

Community Employment Program (CEP) and Wage Pause Program (WPP)

Placement on these programs is the sole responsibility of CES, which must approve all successful applicants. This is intended to enable CES to target placements on the designated disadvantaged groups, such as women and migrants with English language difficulties. Matching from the register, the principal means of recruitment, is supplemented by other avenues of CEP referral. CES staff, including interpreters and MROs, may identify suitable applicants for projects. CEP vacancies are available through Job Bank, the CES computerised vacancy distribution system. Job-seekers can express an interest in CEP projects, and sponsors can nominate job-seekers.

Thus, despite the character of the Program being based on target groups, implementation is through normal matching procedures which are primarily designed to aid general job placements. The majority of CEP vacancies are filled through matching against registered unemployed in the specified occupational codes, taking into consideration the nominated target groups. Consequently, the location in the register of migrants with language difficulties is a laborious process. The process of selection of migrants in some offices observed appeared erratic, and monitoring the implementation of project priorities is difficult. This is in contrast to the case of Aboriginal and disabled registered unemployed for whom each office maintains a regularly updated record, thereby making it possible to monitor their placement more effectively.

The difficulty in monitoring progress was compounded in the CEP's first year by the absence of a systematic method of categorising placements by special groups. The coding system allowed for those placed on programs to be identified as falling within as many as three special groups. The classification used was, however, derived from the Management Information System (MIS) which does not record separately migrants with English difficulties. Further, the categories differ from those used by CEP. Because of this, many placements were recorded outside CEP categories, with the result that only 18.6% of placements were identified as being within CEP targets. Moreover, the recording of placements by special groups tended to be erratic. It was therefore extremely difficult to monitor placement of migrants with language difficulties.

These problems have been partly rectified by the introduction of special groups codes based on the CEP target groups. However, one consequence of introduction of the new special group codes is that it is no longer possible to know how many migrants are placed on CEP, as only migrants with English language difficulty are coded. The effectiveness of the new system will depend on accurate and consistent recording of placements by their special group characteristics. This has not proved effective in the past. Given the earlier difficulties, the problem of monitoring placement by targets may persist.

Major difficulties were also created by the fact that the initial general statement about target groups for CEP did not specify what was to be achieved at a national level. Target groups were meant to be specified by sponsors in their project applications and by the Commonwealth and State Secretariats during approval of projects. In practice, this process was followed infrequently. In the first year, with the exception of New South Wales, the Commonwealth and State Secretariats set no placement target percentages for special groups in each state. It thus fell to CES to determine whether numbers of placements of special groups, such as migrants with language difficulty, were adequate or otherwise. Project sponsors seldom specified special groups other than the long-term unemployed, hence CES found it easier to match jobs against the pool of long-term unemployed generally. Further, CES offices tended to classify migrants with language difficulties as suitable only for a limited range of jobs, mainly in manual occupations relating to care of local parks, roads and kerbs, and in maintenance and repair activities.

The limited efficacy of these procedures in CEP's first year of operation may be illustrated by the Program's participation details. In 1984, as Chapter Five demonstrates, participation of migrants with English difficulties was only about 4% (1,300). This has been despite the fact that, although 'migrant with language difficulties' is defined according to the MIS coding of special groups, i.e. 'a person whose command of English is such that it adversely affects employment prospects', the definitions actually used are much wider. The Review found CES officers involved in CEP delivery using definitions including: persons who are not able to communicate in the occupation in which they are placed; persons whose employment prospects are hindered due to their limited speaking and writing abilities; long-term unemployed persons with migrant backgrounds; or persons born and educated in non-English-speaking countries.

In the second year, placement targets have been set for most states and territories by the Commonwealth and State Secretariats, as detailed in Table 4.13. In some states, the targets are being applied to individual projects approved for funding. The target figures were derived by multiplying the proportion of each disadvantaged group on the CES register by a factor of 1.5, the object being to provide each disadvantaged group with a proportion of

CEP jobs at least 50% higher than the percentage of registered unemployed who belong to the group.

Table 4.13: CEP state/territory participant targets for 1984/85 (each as a percentage of total placements)

State	Long-term unemployed	Women	Aborigines	Disabled	Migrants with language difficulties	Never worked
NSW	70	50	10	13	20	-
Vic	65	50	3	7	10	15
Qld	70	50	10	18	5	-
SA	70	50	4	15	2	-
WA	70	50	16	8	5	-
ACT	70	50	2	18	5	-
Tas	80	50	3	15	2	-
NT	-	50	-	-	-	-

Source: Commonwealth-State Secretariats
Note: Victoria has set a local target of 15% for older workers, while Tasmania has a local target of 50% for unemployed youth.

In the case of migrants with language difficulties, the national target is equivalent to approximately 10% of CEP placements, compared to a placement rate of 3.9% in CEP's first year of operation. Achieving this target presents a challenge to CES given the difficulties already referred to in: monitoring the numbers of these migrants registered at each office; encouraging sponsors to specify in their applications that they will employ migrants with language difficulties; ensuring that these migrants are placed on projects where there are few places set aside specifically for special groups (other than long-term unemployed); and matching them to occupations for which they are not usually considered for placement.

4.6.3 Course-based Programs

Course-based programs include pre-apprenticeship schemes and the Education Program for Unemployed Youth (EPUY) now subsumed within the Participation and Equity Program, the Community Youth Support Scheme and English language courses funded by the Government. CES involvement in recruitment varies from promotion of courses to matching potential participants in the same way it matches registrants for general job placement. As with SYETP, CES administers allowances which are paid to participants.

Participation and Equity Program (PEP)

The CES Manual outlines CES responsibility in the delivery of PEP courses as involving: giving advice on courses suitable for the local target group members; ensuring access to courses; arranging for the payment of allowances; maintaining contact with students; and arranging post-course placements.

At CES office level, advice on courses involves the co-operation of the manager with the director of the local technical and further education institution (TAFE) in the formulation of course proposals. In particular, the CES manager provides labour market information about employment opportunities and job-seekers' needs.

The TAFE college informs its local CES office about commencement dates and the number of places available in the approved courses. Recruiting for a PEP course may be a joint operation between the college and a number of CES offices. Only PEP courses relevant to the local labour market and the needs of local unemployed youth attract transition allowances. Providing access to courses involves CES in promotion through display of posters and brochures in the public areas of the office. The four- and eight-month recall interview procedures include informing job-seekers of the availability of courses, after which lists of those interested are to be maintained. The CES Manual states that CES is obliged 'to contact a sufficiently large number of the target group to ensure that the maximum number possible attend approved courses'. This involves contacting those job-seekers who have expressed interest in the course, and 'matching' from the register.

Potential participants are invited to attend an interview by a standard card requesting attendance at CES, or by a letter detailing the nature of the course. Staff at one office visited indicated that the response rate varied from 50% for the card to 10% for the letter. The higher rate of response to the card was attributed to the perceived fear that non-response may result in the loss of unemployment benefit. However, participation in the course is voluntary and non-response does not result in CES allowing registration and eligibility for unemployment benefit to lapse.

During this Review the Institute conducted surveys of EPUY co-ordinators, participants and courses. The survey of co-ordinators indicated that an average of four people responded to initial CES invitations for every one who commenced a course. There appear to be no general national figures allowing the CES contribution to PEP courses to be assessed, but CES offices have until recently kept data on the number of referrals and placements to PEP courses resulting from the eight-month interview. In 1983/84, 14,206 referrals from these interviews were made to PEP courses resulting in 5,112 placements. The latter figure constitutes 24% of PEP placements. A survey of 186 participants confirmed that CES was the major source of information about EPUY, with 75% of participants citing it. The Manual states that CES staff must be substantially involved in the final selection of trainees. The Institute's survey of co-ordinators indicated that CES staff participated in the final selection of students for just over half of the courses.

NIS provides statistics on migrant participation in PEP placements. During 1983/84, 13.4% of the 6,100 participants were overseas-born and 0.9% were migrants with language difficulties. The comparative figures for the School to Work Transition Program were 8,970 participants, of whom 15.2% were overseas-born and 1.1% were migrants with English language difficulties. The Institute's survey of EPUY courses conducted in the second half of 1984 indicated that, of the 1,569 participants, 7.4% were of non-English-speaking background. Discussion with co-ordinators and participants indicated a perception that CES officers in their initial culling of files may omit some registrants of non-English-speaking background on the grounds that EPUY programs are not geared to specific problems of those learning English as a second language.

4.6.4 Community Youth Support Scheme (CYSS)

The CES Manual states that 'responsibilities with regard to CYSS cover the provision of assistance to applicant bodies, participation in the operation and management of CYSS projects and referral, monitoring and placement of participants'. CES does not collect statistics on referrals to CYSS projects.

The CES manager is an ex officio member of the CYSS project Local Management Committee. It is not intended that the manager should monitor a project's operations but rather provide information on the local labour market, the needs of young job-seekers and CES services. Managers provide similar information for applications for (renewed) funding of CYSS projects.

In the Institute's office studies, managers' attitudes to CYSS varied from supportive to ambivalent. Many managers saw CYSS as one of the more peripheral labour market programs. They were conscious of the limitations of their role on the Local Management Committees, and tended to restrict their involvement to advice on managerial and budgetary problems. For example, in those offices with significant migrant clienteles, managers provided information about the ethnic composition of the job-seeker register, where this was available, but would not necessarily encourage CYSS Project Officers to direct their activities towards meeting the needs of that clientele. It was common practice among the managers interviewed to delegate their responsibilities with respect to CYSS to the Youth Resource Officer or Youth Officer.

The CES office, through its Youth Resource Officer, is also responsible for promoting CYSS activities through the display of posters and the distribution of pamphlets, as well as referrals to projects through matching. The Institute's CYSS study covered 17 projects. In twelve it was reported that the local CES had made referrals to the projects and/or conducted mail-outs on their behalf. Five stated that they were given vacancies to display. More generally, CYSS Project Officers considered that a positive relationship with a CES office was very important for a project's operations. Twelve Project Officers indicated that they had good working relationships with CES. In the remaining five, the officers were highly critical. They cited frequent changes of CES managers and staff, with resultant changes in staff commitment to and understanding of CYSS and its needs, as an obstacle to the development of a sound on-going relationship.

4.6.5 English Language Courses

The CES has a responsibility to refer to DIEA, those migrants registering for employment who seek information about English classes or who are considered to have insufficient English to be placed in employment. The Institute's office studies indicate that information about, and specific referrals to, English language courses were provided at registration, recall and other interviews. It is not possible to assess the magnitude of this activity as no statistics are collected on referrals to English courses by CES. However, Adult Migrant Education Service (AMES) in Victoria provided figures on the sources of referral of applicants to its courses (January-October 1984). The CES is not specifically mentioned as a source, but 4.3% of the 5,185 applicants were referred from 'other Federal Government' organisations, which would include CES. MROs and other CES staff maintain contact with organisations conducting English courses including TAFE, MRCs, CYSS and AMES.

In addition to general English courses, AMES in South Australia and Victoria offer 'job-seeker courses'. By contrast with other AMES courses, these are of very short duration - in South Australia between 45 and 60 hours over five weeks, and in Victoria 90 hours over six weeks. They are also very specific, offering instruction in English required for job-seeking - the language of job vacancy cards, newspaper job advertisements, CES forms and job interviews.

In both Victoria and South Australia the program operates with the co-operation of CES. The CES matches potential participants from the registration cards, using the rudimentary and subjective language proficiency assessments noted above. Those matched are invited by letter from their CES office and a course is organised for those who respond. In South Australia, participants in job-seeker courses are also recruited from other sources. In July 1983 about 60% of South Australian job-seeker course participants were referred to AMES by CES.

The program has operated in Victoria since 1979/80, with 87 courses held to the end of 1983/84. Forty-two of these courses were held in 1983/84. Participant numbers are small, averaging between 12 and 14 per course. In South Australia the program was initiated in June 1983. By July of that year seven courses had been held involving 139 participants. The program was no longer operating in South Australia in November 1984 due to the re-deployment of the AMES organiser because of diminishing demand; in the last such course mounted, of 15 commencing students no more than five remained after three weeks.

4.7 CONCLUSIONS

Our examination of CES and the migrant job-seeker has underscored the high degree to which migrant job-seekers depend on it. This is not only due to the scarcity of jobs in general, but also to the fact that governments have increasingly responded to the needs of disadvantaged groups by expanding the number of employment and training programs, most of which are channelled through CES.

The analysis of CES operations has given rise to a number of concerns. The first is that CES procedures limit the opportunities for migrants, particularly those with English language difficulties, to gain either general job placement or placements in subsidised employment and training positions. The second is that, although since the Norgard Report CES has taken some steps to respond to the difficulties faced by migrants, particularly those with limited English, these initiatives have been limited by the resources provided and by procedural constraints.

Migrants are only one of the disadvantaged groups that have not been served by CES with full effectiveness. Indeed, a recent discussion paper on the operations of DEIR currently recognises the 'need to increase the effectiveness of delivery by CES through staff training and development, enhanced capacity to service better the needs of disabled people and other disadvantaged groups and in establishing closer relationships with community groups and others with expertise in assisting particular client groups'.[13]

The realisation of the above objectives with respect to delivery of CES services to disadvantaged migrants and to other disadvantaged groups has been inhibited by the balance currently given to the statutory functions. Clearly dominant at present is the commitment to offer a streamlined placement service. However, the CES has to fill an ever-expanding job subsidy, job creation and training role, embodied in the proliferation of programs and services designed for special groups. The CES has primarily responded by seeking to meet new demands through existing procedures. Such a reconciliation of the different elements of its charter is becoming more difficult to sustain in a context of increasing pressure imposed by the growing number of labour market programs.

FOOTNOTES

1. Department of Employment and Industrial Relations Annual report 1983-84, p.69.

2. Review of the Commonwealth Employment Service (1978) p.10.

3. Ibid. pp.95-97.

4. An examination of the 1984 Survey of characteristics of migrants registered with the CES suggests that in a few cases MROs have been located in offices which have less need for their services than others where no MROs have been located.

5. In the recent revision of the Planning and Performance Review Systems, which assist in the monitoring of office performance and the setting of targets, collection of data for disabled persons and Aborigines was included, but not for migrants.

6. Letter, Fitzgerald, K.J., Manager, CES Resource Branch, to Secretary, Public Service Board, 19-7-84.

7. The data relating to the deployment of bilingual staff is based on a list of bilingual staff as at June 1984 provided by CES together with Survey of characteristics of migrants registered with the CES.

8. See Fitzgerald, op. cit.

9. Only in one CES office visited was there a conscious policy of using interpreter staff to assist migrants at the job boards. With the introduction of Job Bank it had introduced 'job search interviews' in which job-seekers could request a Job Bank search for appropriate vacancies. The interviews were instituted for those who have difficulty with the self-service boards and the office estimated that about 60% of requests came from migrants. The utilisation of Job Bank's search facility to assist job-seekers who have difficulty with self-service was widely recognised as beneficial. However, some offices had found it necessary to limit its use because of the time involved, while others were reluctant to adopt the practice for fear that it would encourage the belief among job-seekers that Job Bank had jobs which were not displayed.

10. DEIR Minute: 84/55, 27 June 1984.

11. Ibid.

12. Department of Employment and Industrial Relations (1984) p.46.

13. Department of Employment and Industrial Relations (1985) p.11.

In this chapter the focus is on that part of the Review's terms of reference requiring the Institute 'to investigate the extent to which migrant and refugee youth utilise existing programs' and 'identify the factors limiting such usage'. Program utilisation has been examined from the vantage point of the five categories of overseas-born persons which are used in the limited data sets available. These are:

- migrants in general
- overseas-born youth in general
- migrant youth from English-speaking and non-English-speaking backgrounds
- young migrants who have difficulty with the English language
- recently arrived migrant youth.

However, it was not possible to use these categories consistently for all programs. The data restrictions have meant that some programs can be assessed in terms of participation by a range of the categories while others could only be examined in terms of one or two.

This analysis of participation covers programs under five broad categories, Work Experience (Special Youth Employment Training Program [SYETP], Wage Pause Program [WPP] and Community Employment Program [CEP]), Trade Training (including Commonwealth Rebate for Apprentice Full-time Training [CRAFT] and other apprenticeship programs), Skills Training (including the Special Needs Job-seekers program), TAFE-based education (including English as a second language [ESL] programs) and the Community-based programs (including Community Youth Support Scheme [CYSS]).

Under the work experience programs there was considerable evidence of migrant under-representation in all three programs. In the case of the two programs with target groups (WPP and CEP), this under-representation was not only evident when their participation was compared with the estimates of migrants' share of total unemployment, but also in their participation compared to that of other target groups such as Aborigines and the disabled.

Under the trade training, skills training and TAFE-based education programs, the available data was less comprehensive than for the work experience programs. However, with one notable exception, the Special Needs Job-seekers program, where migrant representation was high, there was evidence of some degree of under-representation. The extent varied quite significantly between individual programs. There was almost no relevant data on participation in CYSS but indications were that migrant youth experience difficulties in successfully participating in CYSS projects.

Five main factors emerged as important in influencing migrant youth participation: Commonwealth Employment Service (CES) procedures; program targetting; competing objectives within programs; relevance of programs to the special needs of migrant youth; and knowledge of programs. The most central factor would appear to be CES procedures, which operate to the particular disadvantage of migrants with language difficulties, as discussed in Chapter Four. Since CES is responsible for administering most of the

Commonwealth's labour market programs, it has been the most significant factor influencing equity of access.

Many of the work-based programs are beset by two conflicting operational goals. Employers prefer to employ persons best suited to the job, whereas the Government objectives are directed to the most disadvantaged. These conflicting pressures help to explain the relative failure of targetting as an administrative mechanism and the lower than warranted level of migrant participation in most programs.

5.1 ASSESSING PARTICIPATION

Assessing utilisation involves three processes: determining the numbers in each overseas-born category using programs; estimating the size of the migrant population eligible to use programs and the proportion which does so; and comparing migrant utilisation with that of other relevant groups. Current labour market programs and services basically involve three types of eligibility - general, specific and targetted. Eligibility varies from program to program and the assessment of utilisation requires consequent variation of the frames of reference relating to numbers, proportions and comparable groups.

General eligibility applies where the programs or services embrace all Australian residents. This is exemplified by the CES responsibility to service all job-seekers whether they are employed or unemployed. In such cases, utilisation is assessed in terms of whether the participants reflect the proportions in the five categories of programs. Specific eligibility applies in those programs where participation is restricted to a particular category of residents, and all people in the category have a general right of access. Thus, components of SYETP have been generally open to all youth unemployed for 4 of the previous 12 months. In such programs, participation is assessed according to whether eligible migrants participate in proportion to their share of the total numbers eligible.

Targetted eligibility restricts participation to a particular category of residents and, within this restricted group, gives priority to particular target groups. Targetting includes the nomination of particular groups for priority access without specifying the level of participation to be achieved, as did the WPP and the first phase of the CEP. Participation was generally restricted to the unemployed, with priority being given to certain nominated groups including migrants with English language difficulties. However, the proportion of the available places to be filled by these migrants was not specified. Here, utilisation is assessed by whether migrants falling within the targets were represented in proportion to their share of the total targetted population, and by comparing their utilisation with that of other nominated groups. On the other hand, targetting may include specifying the proportion of available places to be filled by the nominated groups. The amended CEP, for instance, specifies a target of 10% of places to be filled by migrants with limited English. In such cases, migrant utilisation is assessed against the placement target specified.

In principle, therefore, the assessment of migrant and refugee participation is somewhat complex since the size of populations and the relevant groups for comparison will alter from program to program. As usual, the difficulties are even greater in practice. The character of data collection in this area contributes to these difficulties. The point is well illustrated by the light shed on the various aspects of migrant participation by the two major DEIR data bases - the Management Information System (MIS) and the Community Employment Program Management Information System (CEPMIS).

MIS records a wide range of material on program participants to whom the Commonwealth pays an allowance, or for whom a wage subsidy is paid to an employer. It does not, however, cover CRAFT or CYSS. In terms of the data requirements of this Review, it records whether or not a participant is Australian-born or a migrant, and whether her or his English language ability is limited. There is, however, no information on a participant's specific birthplace, whether the participant is of English-speaking or non-English-speaking background, or his or her length of residence in Australia.

CEPMIS records data on both projects and participants for WPP and its successor CEP. Its data on participants includes duration of current period of unemployment, but is limited, as with MIS, for specific information relevant to migrant participation.

Thus, the two major data bases provide a substantial body of information on participants in a number of Commonwealth programs. Nonetheless, they provide answers to only two of the four questions basic to this Review: participation by migrant youth in general; and participation by migrants classified as having English language difficulties. They do not differentiate between the participation of overseas-born youth of English-speaking background and non-English-speaking background, nor do they shed light on the participation of recent arrivals. In the substantial areas not covered by these two data bases, the information gaps are far larger.

The second process involved in assessing migrant participation in labour market programs, estimating the eligible population, presents more substantial difficulties. One is the general lack of data on the number of youth eligible for program participation according to the requirement, common to a number of them, that participants should have been unemployed for four months of the previous twelve. No data is available through CES or DEIR on the total number of youth falling into this category, nor on specific birthplace, language background, recency of arrival or levels of English language difficulty.

The recently conducted Survey of characteristics of migrants registered with the CES significantly supplements previously available data on the overseas-born. It includes information on country of birth, gender, age, unemployment duration (current period), period of residence and English language ability. Unfortunately the data is not cross-tabulated and thus does not yield the numbers of unemployed migrant youth with English language difficulties, their periods of residence, or how long they have been unemployed. Similarly, DSS maintains a very useful database on unemployment benefit recipients which records age, country of birth and duration of unemployment benefit receipt. This, however, does not include those registered unemployed who do not receive unemployment benefit. In the case of ABS, unpublished material from their labour force surveys does provide some limited information on those unemployed by age, by duration of unemployment, and by whether Australian-born or overseas-born.

Unpublished data tabulated by ABS for this Review indicate that:

- 18% (53,300) of unemployed youth were born overseas
- 48% (25,400) of unemployed overseas-born youth were of

non-English-speaking background
19% (29,300) of youth unemployed for at least four months were born overseas.

Statistics produced by ABS from the 1981 Census suggest that in 1983, 15.5% of the unemployed overseas-born youth have English language difficulties - some 1.3% of all the unemployed.[1]

None of the data sources mentioned above takes account of 'hidden unemployment'.[2] One estimate of the extent of the hidden unemployed suggests that it may be comparable in magnitude to the unemployed reported by ABS. However little is known of its composition.

In comparing the proportion of youth eligible for programs, as indicated by these sources, with the data provided on program participants, it also needs to be noted that ABS data shows a situation at a particular time, whereas data for program participation is derived on an annual basis.

Given the state of data collection systems, the Institute mounted a number of surveys designed to address the issue of participation by overseas-born youth. Some data relevant to specific programs and services was obtained through the 1983 and 1984 General Surveys. In addition the Institute carried out a national survey of employers and several surveys which focused on participants in specific programs, including:

- Special Youth Employment Training Program
- General Training Assistance and Labour Adjustment Training Arrangements
- Special Assistance Program (for out-of-trade apprentices)
- Education Program for Unemployed Youth
- Transition Education
- Community Employment Program.

To help bridge some of the significant data gaps, and given the lack of computerised records on CES registrants, the Institute also proposed to conduct a study of the CES manual system of job-seeker records. This would have facilitated an understanding of migrant utilisation of CES services, and of the participation rates in labour market programs administered by CES. It would also have helped in defining the population eligible. However, agreement to this proposal was not reached before completion of the report.

This Review thus relies on a diversity of data sources on migrant participation. Some of this data has been generated specifically by the Review to address the terms of reference, while other data has been generated by other agencies for different purposes. Accordingly, not all questions can be answered as systematically as would have been desirable. Some of the data does not bear directly on the nominated issues and, occasionally, baselines are general indicators rather than precise measures.

5.2 MIGRANT UTILISATION OF PROGRAMS

Participation in all the Commonwealth labour market training programs was examined for 1983/84. Table 5.1 is an aggregation of data relating to participants in those programs recorded under NIS, combined with similar information from CEP and WPP, giving a consolidated picture of the vast majority of participants in the bulk of government programs in this area. Table 5.2 provides data on the proportion of total unemployed at June 1984 and

Table 5.1: Aggregation of participation data in labour market programs 1983/84

	Total all birthplace groups (overseas-born and Australian-born)	Australian-born				Overseas-born				Migrants with language difficulty			
		Persons	% of all birth-place groups	15-24	25+	Persons	% of all birth-place groups	15-24	25+	Persons	% of all birth-place groups	15-24	25+
Work Experience Programs													
AWSS	15,353	10,426	(67.9)	*	*	4,927	(32.0)	*	*	502	(3.2)	*	*
SYETP	87,590	74,503	(85.0)			13,087	(14.9)			553	(0.6)		
Trade and Skills Training													
APPRENTICESHIPS*	11,470	10,784	(94.0)			686	(5.9)			nil	(-)		
GTA	3,353	2,524	(75.2)			829	(24.7)			92	(2.7)		
SID	426	376	(88.2)			50	(11.7)			1	(0.2)		
LATA	3,701	2,233	(60.3)			1,468	(39.6)			44	(1.1)		
Special Groups													
Aborigines	9,258	9,254	(99.9)			4	(0.0)			nil	(-)		
Disabled	4,817	4,205	(87.2)			612	(12.7)			16	(0.3)		
Special Needs	2,097	1,081	(51.5)			1,016	(48.4)			578	(27.5)		
TAFE													
EPUY	6,100	5,279	(86.5)			821	(13.4)			57	(0.9)		
STWTP	8,970	7,599	(84.7)			1,371	(15.2)			104	(1.1)		
Other TAFE	134	100	(74.6)			34	(25.3)			1	(0.7)		
ET	369	335	(90.7)			34	(9.2)			1	(0.2)		
Community-based Programs													
CYSP	956	822	(85.9)			134	(14.0)			5	(0.5)		
TOTAL PARTICIPANTS													
NIS	154,594	129,521	(83.7)	111,153	18,368	25,073	(16.2)	17,139	7,934	1,954	(1.2)	945	1,009
% all b'place groups				(71.9)	(11.9)			(11.1)	(5.1)			(0.61)	(0.65)
WPP	17,630	15,201		8,040	7,161	2,429		720	1,709	285		58	227
% all b'place groups	100%	86.2%		45.6%	40.6%	13.8%		4.1%	9.7%	1.6%		0.3%	1.3%
CEP	28,179	23,715		11,013	12,702	4,464		1,108	3,356	1,022		178	844
% all b'place groups	100%	84.2%		39.1%	45.1%	15.8%		3.9%	11.9%	3.6%		0.63%	3.0%
TOTAL ALL PROGRAMS	200,403	168,437		130,206	38,231	31,966		18,967	12,999	3,261		1,181	2,080
% all b'place groups	100%	84.0%		65.0%	19.1%	16.0%		9.5%	6.5%	1.6%		0.59%	1.04%

Source: National Information System (NIS) and Community Employment Program Management Information System (CEPMIS)
* includes only recipients of pre-apprenticeship allowance and the allowances under the Special Assistance Program
Note: Age group data was not assembled in respect of individual programs.

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Table 5.2: Participation rates in labour market programs compared to proportions unemployed

	Participants in all programs Number	%	Proportion of unemployed at June 1984 Number	%	Proportion unemployed for 4 mths or more at August 1984 Number	%
Total all new approvals 1983/84	200,403	100.0	634,100	100.0	358,300	100.0
Australian-born						
Persons	168,437	84.0		68.0		68.0
15-24	130,206	65.0		38.0		36.0
25+	38,231	19.1		30.0		32.0
Overseas-born						
Persons	31,966	16.0		32.0		32.0
15-24	18,967	9.5		9.0		8.0
25+	12,999	6.5		23.0		24.0
Total youth	149,173	74.4		47.0		44.0
Migrants with language difficulty						
Persons	3,261	1.6		na		na
15-24	1,181	0.59		-		-
25+	2,080	1.04		-		-

Source: NIS and CEPMIS

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the proportion of unemployed for four months or more at August 1984, for each of the four major groups of participants. Data on unemployment for four months or longer was included because this is a general eligibility criterion for many of the programs recorded by NIS and therefore it enables a somewhat more refined analysis.

The significant features of Table 5.2 are:

- Australian-born participants have a much higher representation in programs than overseas-born participants when compared to both the proportion of the unemployed in those groups and the proportion of longer term unemployed in those groups. The over-representation of Australian-born is about 25% compared to an under- representation of 50% for overseas-born.
- The youth participation rate in the programs is 74.5%. The proportion of unemployed who are young people is 47% and the proportion of longer term unemployed who are young people is 44%.
- Overseas-born youth participate in programs at significantly lower levels than their Australian-born counterparts. While the participation rate of overseas-born young people is similar to the proportion of unemployed who are overseas-born youth, the participation rate of Australian-born youth is 65% compared to the proportion of unemployed who are Australian-born (38%).

The gap between percentage unemployed and percentage participating in labour market programs for Australian- and overseas-born youth is graphically illustrated in Figure 5.1.

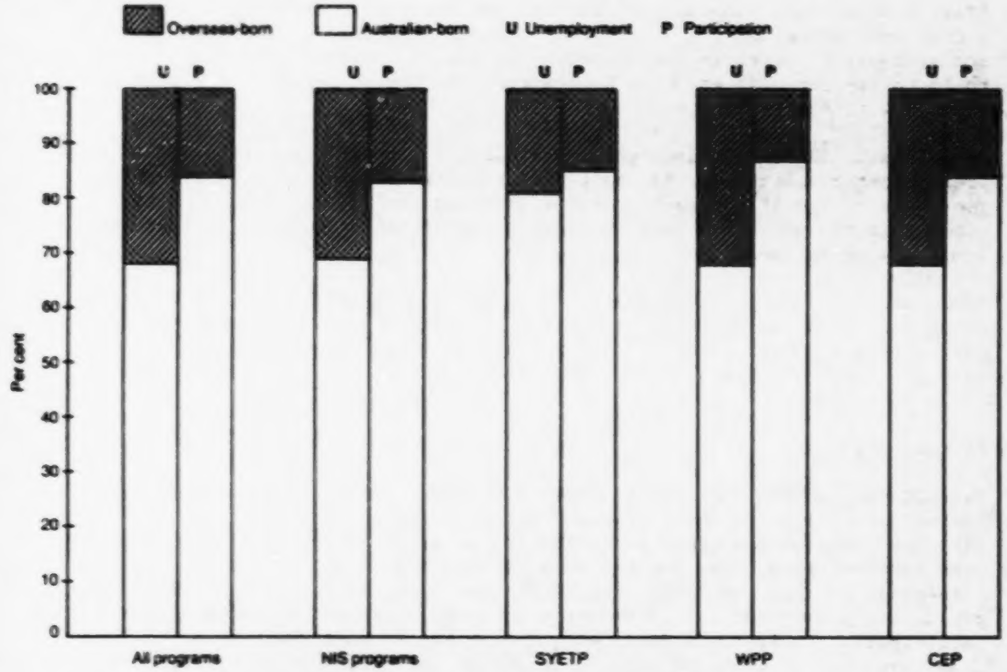

Figure 5.1 Comparison of program participation rates with unemployment share for 15-24-year-olds by birthplace, 1983/84

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Tables 5.1 and 5.2 include information on migrants with language difficulties. It is clear that young people within this group are also quite seriously under-represented in their participation in labour market programs. It has been calculated that in 1981 overseas-born unemployed youth with English language difficulties comprised 1.3% of all unemployed youth.[3] Participation of migrant youth with English language difficulties was 0.7% of youth participants in NIS-enumerated programs, 0.7% in WPP and 1.5% in CEP. For all these programs, the participation of migrant youth with English language difficulties was 0.79%, constituting an under-representation in the order of 39%. This, again, was consistent with earlier outcomes, all of which are the subject of further analysis and discussion in this Review.

5.3 EMPLOYMENT-BASED PROGRAMS

The Commonwealth's employment-based programs comprise the Special Youth Employment Training Program (SYETP), the Wage Pause Program (WPP) and the Community Employment Program (CEP). These provide participants with a subsidised period of work experience and/or training intended to assist them in gaining on-going employment. Unemployment is a basic eligibility criterion for all three programs and, while WPP and CEP have a significant youth emphasis, SYETP is directed exclusively at youth.

5.3.1 Special Youth Employment Training Program

SYETP has two main components, Standard and Extended. Participants in Standard SYETP, must be between 15 and 24 years, and registered as unemployed with CES for at least 17 weeks in the preceding 12 months. Extended SYETP is restricted to 18 to 24-year-olds who have been unemployed for at least 34 weeks of the preceding 12 months.

Commonwealth Government employers participating in SYETP are required to give preference to youth with the least employment experience and qualifications. There are no specific target groups within the overall eligible population other than the direction that, in 1984/85, preference is to be given to the long-term unemployed.

SYETP subsidies to private employers since the Program's inception have been determined as an approximate percentage of average weekly earnings for the different age subgroups within the overall 15-24 age group. As of July 1984 they represent about 40% of the average weekly earnings for each subgroup.

Participation

The NIS data on SYETP approvals shows a steady increase in the number and proportion of overseas-born placements from 12.2% in 1981/82 to 14.9% in 1983/84. To assess migrant participation in SYETP generally these placements were compared with those for the pool of eligible youth. Table 5.3 shows the percentage of over- and under-representation on SYETP relative to the youth population unemployed for four months or more. This indicates that migrant participation in SYETP is well below (-21%) the migrant share of youth unemployed for 17 weeks or more. Australian-born youth were, in contrast, over-represented in SYETP, being about 5% higher than their share of eligible unemployed youth.

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Table 5.3: Relative participation in SYETP by birthplace 1983/84, new approvals

Group	% of SYETP approvals	As % of 15-24-year-old unemployed 17 weeks or more	% over (+) or under (-) represented
Total Australian-born	85	81	+5
Total overseas-born	15	19	-21

Source: DEIR, NIS, 1983/84
ABS duration of unemployment figures, August 1984 (unpublished)

Migrants' lower access to SYETP is exacerbated for those with poor English language proficiency. In 1983/84, migrants with language difficulty accounted for 0.7% of all placements and 4.7% of migrant placements. This would appear low given that the 1981 Census noted that 1.3% of all unemployed 15 to 24-year-olds and 6.9% of all migrant unemployed aged 15 to 24 years had poor or nil English ability.[4]

Insight into migrant participation, not given by NIS on country of birth or period of residence, is provided by this Review's 1983 and 1984 General Surveys. The 1983 General Survey found that only 3% of the 704 overseas-born respondents of non-English-speaking background eligible to participate in SYETP did so, compared with 6% of UK/Eire-born and 10% of Australian-born respondents. As shown in Appendix Table 5.A1, both the 1983 and 1984 General Surveys indicate a relationship between language ability and participation. The participation rates for migrants with little or no English difficulty were 8% in the 1983 General Survey and 15% in the 1984 General Survey; for migrants with moderate English difficulty, 1% and 8% respectively; and for migrants with severe English difficulty, zero and 4%. Of the 21 participants of non-English-speaking background in SYETP in the 1983 General Survey, only one was a refugee.

While the small number of SYETP participants of non-English-speaking background in the General Surveys means that these findings can only be indicative, they are supported by two additional SYETP participant studies undertaken by the Institute. The first, the Office Study, surveyed 1,106 SYETP placements made in 1982/83 through three Sydney CES offices with a significant proportion of registrants of non-English- speaking background. The second was a Mail-out Survey of more than 4,000 SYETP participants selected by DEIR, equally divided between overseas- and Australian-born and covering approvals made between July 1983 and April 1984 in Sydney, Melbourne, Adelaide, Perth and Brisbane. The response rate was 22%. Of those suitable for analysis, 433 respondents had undertaken a Standard SYETP placement, 272 an Extended SYETP placement, and 54 a Commonwealth/State SYETP placement.

The Office Study placements were 59% Australian-born, 6% overseas-born of English-speaking background and 31% overseas-born of non-English-speaking background (4% of birthplaces were unstated). The placement of 37% overseas-born unemployed on SYETP (403 people) constitutes a high migrant participation rate in terms of absolute numbers, as a proportion of the three offices' total SYETP placements, and by comparison with the NIS national SYETP average (14.9%). These three offices, according to the 1984 DEIR CES survey, had the highest concentrations of overseas-born in Australia, and participation rates have to be compared with the eligible unemployed.[5]

SYETP placements, and registered 15 to 24-year-old unemployed by birthplace and gender at the three offices, are outlined at Appendix Table 5.A2. The comparison is indicative only because it does not distinguish those eligible under the four-month unemployment requirement for SYETP participation, as precise unemployment duration data was unavailable. To provide a measure of the level of participation, a SYETP placement ratio was calculated by dividing the percentage of SYETP placements by the percentage who were unemployed. A ratio of 1.0 indicates that a birthplace group is gaining representation in proportion to its percentage unemployment: less than 1.0 shows under-representation and a ratio of greater than 1.0 shows over-representation.

Overall, in the offices studied, the Australian-born and those born overseas in English-speaking countries had greater access to SYETP than those of non-English-speaking background. Under-representation was not, however, characteristic of all the birthplaces comprising the group from non-English-speaking countries, and there were significant sex differences within groups. Females in general had a higher access to SYETP (1.13) than did males (0.85). Finally, as a group, the Vietnamese-born were least likely, and people born in Yugoslavia most likely, to gain access to SYETP. Further, the Office Study supports the view that recent arrivals seem to be particularly disadvantaged. About 30% of placements of non-English-speaking background had been in Australia for less than five years, compared to a figure of 35% for these migrants from non-English-speaking countries registered as unemployed at the three offices. Similarly, recent arrivals accounted for only 16.1% of English-speaking background migrants in the Mail-out Survey, and 23.2% of non-English-speaking background migrants.

In terms of period unemployed prior to placement, most trainees had been unemployed for a further two months after becoming eligible. Migrants of non-English-speaking background tended to have been unemployed for a slightly longer period than Australian-born (Appendix Table 5.A3). While these migrants tended to have the highest average period of unemployment prior to Standard SYETP placement (27.8 weeks), they had the lowest average unemployment period prior to Extended SYETP placements (39.2 weeks). The Mail-out Survey found average lengths of unemployment of Standard and Extended SYETP placements (28.5 and 41.7 weeks respectively) similar to those found in the Office Study.

Finally, the great majority of migrants of non-English-speaking background gaining SYETP placements were proficient in English. The Office Study suggested that only 2.9% of these placements had little or no proficiency in spoken English. The Mail-out Survey found that about 13% of placements of non-English-speaking background had English language difficulties. This would appear to be low considering that the 1981 Census showed 16% of 15 to 24-year-old migrants from non-English-speaking countries as having poor or nil English ability. These would be likely to constitute a relatively high proportion of the unemployed from non-English-speaking countries in their age group. Moreover, migrants placed on SYETP tended to be better educated than the Australian-born placements, while migrants of lower education levels were less likely to gain places, as shown in Appendix Table 5.A4.

The data on participation in SYETP therefore shows that, while the number and proportion of migrant participants have been increasing, they are under-represented in relation to their share of the unemployed. Within the migrant population, those from English-speaking countries were over-represented and those from non-English-speaking countries considerably under-represented. Further, the data indicates that those migrants of non-English-speaking background who are placed on SYETP are better educated, are proficient in English and have been resident in Australia for a considerable number of years. Opportunities for migrants who have English language difficulty and/or are recent arrivals appear limited.

5.3.2 The Wage Pause Program

Preference under WPP, where practicable, was to be given to the longer term unemployed (8 months or more) and others disadvantaged in employment including the disabled, migrants with language difficulties and Aborigines. Equal numbers of males and females were to be recruited, and there was to be maximum possible participation by out-of-trade apprentices.

Migrant participants of all ages on WPP numbered 2,719 - 12.8% of all placements. Of these, 313 were migrants with English language difficulties - 1.5% of all WPP placements. To match the migrants' share of both general unemployment and of people unemployed 9 months or more (30% in both cases according to ABS), migrant placements on WPP - a program giving preference to the long-term unemployed - would have to have been over 6,300, 130% higher than actual migrant placements. In sum, compared with their share of unemployment, migrant participation in WPP was extremely low.

Further, despite the major program guideline specifying that half WPP placements should be for youth, Appendix Table 5.A5 shows that migrant youth access was severely limited. Only 30% of migrant placements were aged 15 to 24 years by contrast with the Australian-born placements where youth comprised approximately 54%. The average age of migrant placements, 33.5 years, was significantly higher than the general average age, 28.2 years. Female migrants placed tended to be seven to eight years younger than their male counterparts, the average age of males being 36.2 years and females being 28.3 years.

The under-representation of migrant youth was even more evident in the placement of migrants with English language difficulties, where 1.5% of all WPP placements were for such migrants, compared to the DEIR survey figure of 4.6% of registrants. Among these, 80% were migrants aged over 25, more than 76% of whom were males. Females dominated the smaller number of youth placements taken by migrants. This contrasts with Australian-born placements where males were favoured across all age groups.

This under-representation can be compared to the placement of other groups in terms of WPP targets as shown in Table 5.4. This shows that, broadly, WPP placed a substantial number of long-term unemployed, well in excess of their share of the registered unemployed (53.5% compared to 25.1%) but in line with the program guidelines. Young peoples' placements also exceeded their unemployment share (47.3% compared to 32.4%). Women's share was 32.6%, above their proportionate registration with CES (28%), but less than their proportion of ABS-measured unemployment (38.5%), and significantly below the program's guidelines for placement. The proportion of WPP placements going to Aborigines was 6.4% compared with their 2.6% proportion of overall unemployment and their 4% of the long-term unemployed. With respect to the disabled, their WPP share was 6.6%, just under their proportion of CES registrants, but this was only half their proportion of the long-term unemployed.

Two conclusions emerge from the data summarised in Table 5.4. The first is that WPP, given its objects, involved a major under-placement of both migrants with English language difficulty and migrants generally. The second is that this under-achievement was not typical of the Program's performance with respect to other special groups.

Table 5.4: WPP placements as a percentage relative to their share of the unemployed

Special groups	No. of placements	% of WPP	As % of unemployed	As % of those unemployed 9 months or more[1]
All migrants	2,719	12.8	31.8[3]	30.5[3]
Migrants with language difficulties	318	1.5	4.6[2]	4.3[2]
Aborigines	1,344	6.4	2.6	4.0
Disabled	1,392	6.6	6.8	12.1
Out-of-trade apprentices	167	0.8	na	na
Women	6,893	32.6	28.0* 38.5**	24.5* 36.8**
15-24-year-olds	10,733	47.3	32.4	34.3
Unemployed 8 months or more	13,551	64.1	na	na
Long-term unemployed (9 months or more)	11,317	53.5	25.1	-

Source: 1. Based on BLMR, Public Sector Job Creation: Interim Report on the Wage Pause Program (1984).
2. National data on migrants with language difficulties is not available. Based on DEIR Survey of Characteristics of Migrants Registered with the CES which shows that about 14% of migrants had a language difficulty.
3. Based on unpublished ABS data, October 1984.

* CES figures

** ABS figures

Note: These groups are not mutually exclusive.

As was the case with SYETP, problems of under-representation are compounded by other differences. Migrants on average had been 11.3 months unemployed prior to placement on WPP, while migrants with language difficulties had substantially longer periods of unemployment (13.3 months). Women generally experienced longer periods of unemployment prior to placement than males. However, within the 15 to 24 age group, the average period of unemployment was highest for the Australian-born (10.2 months for 15 to 19-year-olds and 11.8 months for 20 to 24-year-olds) and lowest for migrants with language difficulties (7.6 and 10.5 months respectively). Despite this, Table 5.A5 also suggests that the range of occupations in which migrants with language difficulties were engaged on WPP, were more restricted than for other migrants or the Australian-born.

Overall, WPP provided few places for migrants, both youth and adults (3.8% and 9.0% respectively), and particularly for females and those with language difficulties. Its performance in this respect was poor, given that almost one-third of the long-term unemployed, the Program's focus, were migrants and that migrants with a language difficulty were a specific program target. Migrants with language difficulty generally had a substantially higher period of prior unemployment than other migrants and the Australian-born placed under WPP.

5.3.3 The Community Employment Program

Eligibility for employment under CEP normally requires continuous registration with CES for three or more months prior to placement. Priority is given to those who have never worked, have been continuously unemployed for the previous nine months, or who are particularly disadvantaged in the labour market - including Aborigines, migrants with English language difficulties and the disabled. Fifty percent of places are intended to be for females. The program was intended to create 40,000 new jobs in 1983/84 and when fully operational 70,000 new jobs annually.

Projects are funded for a maximum of twelve and a minimum of three months to provide employment additional to that which would otherwise have occurred. They must be labour intensive, have a low non-Australian content in terms of materials and equipment, and pay award wages to all placements on projects. Funding beyond the duration of the approved project is not guaranteed.

A total of 8,396 projects were approved in 1983/84, and 33,164 people were employed on CEP projects in the first 13 months (end August 1984). Overall, 33.2% of placements were female and 43% were aged 24 years or less (see Appendix Table 5.A6). Projects provided an average of 30.5 weeks of employment and the average cost per job was $13,800, with the Commonwealth contributing about 76.9% of project costs and sponsors meeting the remainder.

A total of 5,323 migrants (16.1% of placements) were employed in CEP, of whom 1,298 (3.9% of placements) had English language difficulties. This was a significantly higher level than that achieved under WPP. Nevertheless, when compared with the proportion of migrants unemployed, migrant placements were still low. On the basis of ABS estimates that migrants comprised over 30% of both the total unemployed and of those unemployed over nine months, general migrant participation in CEP could have been expected to be about 90% higher than actually occurred, while the number of migrants with English language difficulties placed on CEP would have needed to be about 15% higher to be in line with their share of CES registrants. Moreover, as Table 5.5 shows, the under-placement for both migrants with English language difficulties and other migrants was generally not reflected in other special groups.

CEP provided even fewer opportunities for migrant youth than did WPP (see Appendix Tables 5.A5 and 5.A6), with the proportion of migrant youth placed falling by comparison with WPP from 29.9% to 24.1% of all migrant placements - a decrease of almost one-fifth. This is in contrast to Australian-born placements where 46.5% were aged 15 to 24 years. For migrants with English language difficulties, the proportion of youth placed was only 17%.

As with WPP, women tended to have the larger share (52.2%) of migrant youth placements and the smaller share (23.9%) of migrant adult placements. Males had the larger share of placements of migrants with English language difficulties (73.2%), irrespective of age group.

Table 5.5: CEP placements as a percentage relative to their share of the unemployed

Special groups	No. of placements	% of CEP	% unemployed	% unemployed 9 months or more[1]
All migrants	5,323	16.1	31.8[3]	30.5[3]
Migrants with language difficulties	1,298	3.9	4.6[2]	4.3[3]
Aborigines	2,883	8.7	2.6	3.5
Disabled	3,174	9.6	6.8	13.0
Never worked	870	2.6	na	na
Women	11,002	33.2[4]	28.0*	24.5*
		39.8[5]	38.5**	36.8
15-24-year-olds	14,262	43.0	45.9	35.9
Long-term unemployed	16,283	49.1	25.1	100.0

Source:
1. Based on DEIR, Community Employment Program: The First Year (1984) and CES, Commonwealth Employment Service Statistics, September 1984
2. National data on migrants with language difficulties is not available. Based on DEIR Survey of Characteristics of Migrants Registered with the CES which shows that about 14% of migrants had a language difficulty.
3. Based on unpublished ABS data, October 1984.
4. Proportion of women in CEP overall.
5. Proportion of women in CEP, excluding the JOLOR and COWSIP component.

* CES figures

** ABS figures

Note: These groups are not mutually exclusive.

Unlike the case with WPP, there was no major difference for average length of unemployment for all migrants (between 11.6 and 11.8 months). The average duration of unemployment for Australian-born was just over one year. The average duration of unemployment of females was 9.7 months and for males, 12.4 months. Within the 15 to 24 age group, the average period of unemployment prior to placement was highest for Australian-born and lowest for migrants with language difficulties.

The same pattern on employment noted in WPP was evident in CEP. Migrant youth were employed across the broad range of occupations, with a lower proportion of placements compared to Australian-born in basic manual occupations, and a higher proportion in clerical, sales and service occupations. Migrant youth with English language difficulties were more concentrated in basic manual occupations than were other migrants placed, and had fewer placements in the more skilled 'white-collar' occupations.

Data on CEP placements recorded on CEPMIS contains no details of level of education, previous employment experience, or period of residence of migrants placed under the Program. To overcome these deficiencies, a regional study was undertaken of CEP placements and sponsors in the Fairfield (NSW) and Sunshine (Vic) areas in late 1984. The survey covered 32 sponsors and 209 participants. Nineteen of the 32 projects were sponsored by community organisations, eight by state governments, and five by local governments.

Approximately 48% of the participants were Australian-born, 4% were born overseas in English-speaking countries and 48% were born overseas in non-English-speaking countries (compared to 61%, the proportion of those born overseas registered as unemployed in the two offices). Fifteen per cent of participants of non-English-speaking background were born in Vietnam, 13% in Yugoslavia, 12% in Spain and South America and 8% in Malta.

The participants in the scheduled projects were similar to CEP participants in general, as shown in Appendix Table 5.A7. About one-third of placements of migrant youth from non-English-speaking countries in the regional study had arrived in Australia as refugees, most being from Vietnam and Laos. Seven (20%) of the migrant youth placements of non-English-speaking background had been resident in Australia for less than five years. This would appear to be a low representation of recent arrivals, as over 40% of migrants from non-English-speaking countries registered at the two CES offices had been resident for less than five years.

The regional study also found that participation in CEP for migrants with English difficulty was proportionately less than their share of the unemployed. Twelve per cent of the migrant youth placements from non-English-speaking countries had difficulties in speaking English. This compares with the 31% of migrants of non-English-speaking background registered at Fairfield and Sunshine, who had poor or nil English ability.

Migrant placements had a high level of school education, higher than that generally found for participants in other labour market programs. Appendix Table 5.A8 contains details of school education for 15 to 24-year-old CEP participants in the regional study. About 52% of participants from non-English-speaking backgrounds had completed Year 12, compared to 5.6% of Australian-born. Females were better educated than males. The high level of education in migrant placements was also reflected in the representation of those who had undertaken further education (Appendix Table 5.A9). Approximately 55.9% of migrant youth placements of non-English-speaking background had undertaken further education compared to 37% of Australian-born youth. Females were much more likely than males to go on to further education.

While the majority of Australian-born CEP youth participants (78.8%) had previous employment experience, only 29.4% of those of non-English-speaking background had been previously employed. Australian-born males were most likely and female migrants of non-English-speaking background least likely to have been previously employed. The majority of migrants of non-English-speaking background, particularly females, had undertaken post-secondary education prior to being unemployed. Appendix Table 5.A10 sets out the employment experience of the CEP survey participants.

Overall, the national data on CEP participants indicates that while the program is successful in meeting most of its placement priorities, this success has not been reflected in the placement of migrants. The proportion placed of migrants with language difficulties was below their share of the unemployed. Migrant women fared badly in placements from the Program's preference for adult males. Migrant youth did relatively worse under CEP than under WPP. Further, the regional study suggests that the program favours the employment of migrants with higher levels of education and a substantial period of residence at the expense of those with limited education and residency.

5.4 TRADE TRAINING PROGRAMS

In addition to its substantial contribution to TAFE, the Commonwealth encourages the employment of apprentices and assists in their training through six separate programs: Commonwealth Rebate for Apprentice Full-time Training, Special Assistance Program, Group One Year Apprentice Scheme, Group Apprenticeship Support Program, Special Trade Training Program and Pre-Apprenticeship Allowance. These programs, administered by DEIR, are open to all employers and apprentices registered with state and territory apprenticeship authorities. Most of the funds provided go directly to employers rather than to apprentices. With some restrictions, an employer may claim support from several programs or elements of programs with respect to the same apprentice.

The Commonwealth Rebate for Apprentice Full-time Training (CRAFT) is the major trade training program. CRAFT subsidises the training of apprentices and provides incentives to employers to increase the number of apprentices they employ. Between 1977/78 and 1982/83, CRAFT-assisted apprenticeships increased from 30,079 to 100,577 - a rise in the proportion of all apprenticeships from 24% to 72%. In 1983/84, however, the number of CRAFT-assisted apprenticeships fell to 81,986. There is not yet available an estimate of CRAFT coverage of total number of apprenticeships in 1983/84.

The Special Assistance Program (SAP) for retrenched apprentices assisted 4,376 apprentices in 1982/83, a substantial increase over the 1,333 aided in 1981/82. The number of approvals for 1983/84 was 4,856.

The Group One Year Apprentice Scheme (GOYAS) utilises surplus training capacity by providing full-time training in public sector establishments to apprentices indentured to private employers. In 1983/84 there were 187 approvals under GOYAS.

The Group Apprenticeship Support Program (GASP) provides funds for the administrative costs involved in establishing or expanding group training schemes whereby a number of employers in a particular trade area combine to make training facilities more broadly available, and to offer more varied experience for their apprentices. In 1983/84 there were 1,300 participants under the Program.

The Special Trade Training Program (STTP), conceived in order to alleviate shortages of specific skills, had as its original target mature-age apprentices and provided a higher level of technical education rebate. In 1984 the states were funded to create an additional 3,000 places in TAFE trades-based pre-employment courses, including up to 1,000 advanced pre-apprenticeship training places.

A weekly Pre-Apprenticeship Allowance may be allocated to students attending approved trades-based pre-employment courses when other student allowances are not available at a higher rate.

Eligibility

Eligibility criteria for apprentices vary between states. There is generally a minimum age limit of 15 years and, while generally no maximum commencement age limit applies, ABS data indicates that more than 97% of apprentices are aged 24 or less. CRAFT does not have group targets except for the rebate to employers engaging additional female apprentices, introduced in June 1984. SAP's target group is apprentices who have been retrenched or are likely to become so. The remaining three programs are presently aimed at generally increasing the number of apprentices and enhancing their training.

Participation

DEIR maintains information on the number of employers claiming rebates for both formal and off-the-job training by trade group and by state, and on the total number of apprentices assisted under its programs. However, information on birthplaces of apprentice commencements is not maintained. The Commonwealth-State Apprenticeship Committee (COSAC) collects statistics from each state on apprentice numbers by trade, and also provides information annually on apprenticeship commencements, completions, withdrawals and cancellations. COSAC does not collect information on migrant participation.

DEIR maintains birthplace information only on those retrenched apprentices subsidised at TAFE colleges under SAP and on recipients of the Pre-Apprenticeship Allowance. In 1983/84, in the combined total of retrenched apprentices being subsidised to complete the TAFE formal training component of their apprenticeships, and recipients of the Pre-Apprenticeship Allowance, the overseas-born constituted only 5.9%, and none of these were reported as having difficulties with language. Given that the overseas-born represented 24% of the 15 to 24-year-old labour force in May 1984, there is clear evidence of migrant under- representation.

Some direct information on migrant participation in Commonwealth-funded trade training programs was collected through the Review's national survey of employers, and through its survey of Victorian out-of-trades apprentices. In addition, migrant participation in apprenticeships and in the possession of trade qualifications was analysed for indirect evidence of program utilisation by migrant youth. While not all apprenticeships are covered by the six Commonwealth-funded trade-training programs outlined above, this indirect evidence is a necessary supplement to the meagre direct data. It furnishes an otherwise unavailable insight into likely program utilisation, and is particularly pertinent to the objectives of the programs - an increase in the number of apprentices and improved quality in training.

5.4.1 CRAFT and SAP

The national survey of employers found that of the 1,006 employers responding to the relevant section of the questionnaire 734 (73%) were aware of CRAFT and 130 had taken on one or more apprentices between 1 July 1981 and 20 June 1983. Only 37 (12%) of the 295 apprentices engaged had been born overseas, and only 17 (6%) were of non-English-speaking background. Although the sample size was small, the fact that in June 1982 the overseas-born constituted 13.5% of the 15 to 19-year-old labour force and 16.9% of the 16 to 19-year-old unemployed, tentatively suggests under-representation of migrants among the new apprentices.

Additional information on the representation of migrants in apprenticeships was obtained through the survey of all (1,653) retrenched apprentices known in December 1983 to the Victorian Ministry of Employment and Training. Of 442 respondents, 381 (86%) had been born in Australia, 28 (6.5%) in English-speaking overseas countries and 33 (7.5%) in non-English-speaking countries. Most (68%) respondents had been employed in small firms before retrenchment. Most retrenchments occurred during the second and third years of apprenticeship, with a significant proportion occurring in the final year.

At the time of the survey, 265 (60%) of the respondents were unemployed. Those born in non-English-speaking countries had a higher level of unemployment (67%) than those born in English-speaking countries (59%). They were more likely to have been unemployed for 21 weeks or more (60% in comparison to 45% of those born in English-speaking countries); and also tended to have spent a shorter time as apprentices before becoming unemployed (less than 12 months: non-English-speaking background 21%; English-speaking background 16%). Of the unemployed apprentices, 255 (96%) were registered with CES but only 133 (51%) knew of SAP and only 66 (26%) had been offered SAP. At the same time, a higher proportion of migrants from non-English-speaking countries knew of SAP (non-English-speaking background 68%, English-speaking background 49%) and had been offered SAP (non-English-speaking background 33%, English-speaking background 24%).

The two groups of overseas-born apprentices were very similar: nearly all were aged 21 or younger; most had resided in Australia for more than 10 years; only three had arrived as refugees; and all migrant respondents of non-English-speaking background spoke English well or very well. However, not a single migrant apprentice of non-English-speaking background had been in Australia for less than seven years, nor arrived older than 14 years of age. By contrast, 14% of those who had migrated from English-speaking countries had been in Australia for only five years or less, and the oldest age on arrival was 16 years.

The results of the two surveys present the only direct evidence available to this Review on migrant participation in Commonwealth-funded trade-training programs. The data is not extensive, but it does indicate the difficulties that migrants of non-English-speaking background face in entering apprenticeships. It also shows that they have less security of tenure in them, and a greater dependence on government subsidy in both obtaining and maintaining indentures. Those who do gain entry have been in Australia for a considerable period of time.

5.4.2 Participation in Apprenticeships

As mentioned above, participation in apprenticeships is not the same as participation in Commonwealth-funded apprenticeship programs. Nonetheless, given the aims of these programs, their impact may properly be assessed against the level of migrant participation in apprenticeship in general.

ABS labour force estimates provide substantial evidence of migrant under-representation among recent apprenticeships. As part of its May Labour Force Surveys, ABS estimates the number of apprentices in Australia and includes information on apprentices' birthplaces. ABS estimated that more than 97% of all apprentices in 1983 were aged 15 to 24, and relative participation rates were calculated on both a population and a labour force basis.

Table 5.6: Birthplace and participation rates of apprentices

Birthplace	1 Apprentices	2 Population	3 Rate (1/2)	4 Labour force	5 Rate (1/4)
May 1983 Persons aged 15-24					
Australia	132,771	2,105,012	6.31%	1,536,028	8.64%
Overseas	18,360	473,388	3.88%	318,672	5.76%
May 1984 Persons aged 15-24					
Australia	124,052	1,964,297	6.32%	1,417,334	8.75%
Overseas	18,191	643,704	2.83%	443,467	4.10%

Source: May Labour Force Surveys, ABS

Table 5.6 reveals significant under-representation of migrants in terms both of the population base and of labour force estimates. It also indicates that the proportion of the overseas-born who were apprentices declined by 28.8% (labour force base) or 27.1% (population base) from 1983 to 1984, while the proportion of Australian-born who were apprentices increased slightly.

At this Review's request, figures for the overseas-born were disaggregated into migrants of non-English-speaking background and migrants of English-speaking background. The proportions of apprentices from different birthplace groups were as follows (Table 5.7).

Table 5.7: Birthplace of apprentices

	Australia	English-speaking countries	Non-English-speaking countries
	%	%	%
May 1983	87.8	6.2	6.0
May 1984	87.2	7.2	5.6

Source: ABS special analysis

The ABS survey of apprentices classified English-speaking countries other than Australia as UK and Eire, New Zealand, Canada, USA and the Republic of South Africa. Taking the same groupings and applying them to the 1981 census data for 15 to 24-year-olds: 83.6% of a total population of 2,483,158 were born in Australia, 8.6% were born in other English-speaking countries and 7.7% were born in non-English-speaking countries. Comparing the two sets of data, it is clear that both migrants generally, and those from non-English-speaking countries in particular, do not participate in apprenticeships to the extent that might be expected. In May 1984 there would have been an additional 2,000 migrant apprentices from English-speaking countries and an additional 3,000 migrant apprentices from non-English-speaking countries, if the 1981 census data held proportionally.

The 1983 General Survey provided some information on participation in apprenticeship training. Of the respondents who had left school, 659 (15%) had commenced apprenticeships (non-English-speaking background 170, English-speaking background 44). Of the overseas-born, 77% had been in Australia for eight years or more. The Australian-born tended to be much younger than the overseas-born (age 15-24: Australian-born 64%, overseas-born 41%), while those of non-English-speaking background were slightly younger on average than those of English-speaking background, and had been in Australia for a shorter period.

The survey sample was further analysed in order to identify those who would have had the opportunity to undertake an apprenticeship in Australia, and to exclude those who must have commenced their post-school trade training overseas. Excluded, therefore, were those who had been apprenticed longer than they had been in Australia, those arriving aged 21 or older, and those still at school. The remainder totalled 3,883 and would have still included some whose apprentice training was received overseas.

Although in some instances the resulting numbers were too small to be meaningful, the clear trends that emerged were consistent with data from other sources (Appendix Table 5.A11). While little difference was found in apprenticeship participation between the Australian-born (17%) and the overseas-born of English-speaking background (16%), very low rates were observed among three groups: women (3%); males of non-English-speaking background (21% cf. English-speaking background 30%, Australian-born 32%); and those likely to be recently arrived (Arabic-speaking 6%, Spanish-speaking 6%, Vietnamese-born 2%). The 1983 General Survey also found the incidence of difficulties in understanding English was 3.5 times greater among those respondents who had not undertaken a post-school course of training.

Withdrawal rates followed a similar pattern: 64% for overseas-born females (Australian-born females 21%); 26% for migrants of non-English-speaking background (Australian-born 22%, migrants from English-speaking countries 15%); and 28% for the three recently arrived groups identified above. Only two Vietnamese-born had commenced an apprenticeship and both had withdrawn before completion. These findings suggest that migrants of non-English-speaking background (particularly females) are significantly under-represented in apprenticeships and have greater difficulty in completing their indentures. These migrants spent a much shorter period in training before relinquishing their indentures (up to one year only: non-English-speaking background 27%, English-speaking background 19%, Australian-born 15%). English language difficulties may have been a factor in the higher withdrawal rate of migrants of non-English-speaking background; fewer than one-fifth of those who had completed indentures reported difficulty with English compared to about one-third of those who had withdrawn from apprenticeship training.

5.4.3 Participation in Trade Courses in TAFE

The most detailed source of information on TAFE student populations by immigrant classification is the New South Wales Department of TAFE which collects data on languages spoken at home. The sources show that students from non-English-speaking homes are the most markedly under-represented in trade courses. Caldwell et al (1984) point out that in New South Wales only 17% of males from non-English-speaking homes as against some 35% of all male TAFE students are enrolled in trade or post-trade courses, and some 1.5% of females from non-English-speaking homes as against 2% of all female students.[6] The Australian Council for Educational Research (ACER) longitudinal study also shows an under-representation of migrant youth of non-English-speaking background in the full-time work/part-time education group, in which most trade apprentices would be included.[7]

Conclusion

The data for migrant representation in apprenticeships in general and in TAFE trade training supports the direct evidence on migrant participation in Commonwealth-funded apprenticeship programs. Taken together, the findings of this Review indicate that, in terms of their representation in the Australian population and labour force, migrant youth are significantly under-represented in Commonwealth trade training programs.

5.5 SKILLS TRAINING PROGRAMS

The Commonwealth administers three 'Skills Training Programs', which are designed to provide participants with training in skills relevant to industry requirements: General Training Assistance (GTA), Labour Adjustment Training Arrangements (LATA) and Skills in Demand (SID). The programs assist employers to engage trainees for on-the-job training, assist individuals to attend formal training courses, or in some cases assist people to receive a combination of work place and off-the-job training.

The training program for Special Needs Job-seekers (SNJ), which is classed by DEIR as a 'Special Training Program' is also considered here because it includes migrants as one of its designated groups, and provides a form of assistance similar to the skills training programs. Other training programs for special groups, those for Aborigines and those for the disabled, are not examined.

Eligibility and Target Groups

None of the programs has been designed specifically for youth, and eligibility criteria differ for each.

GTA: persons retrenched or unemployed for a period of four months and willing to undertake training for an occupation in demand. A list of occupations in demand is prepared by DEIR and updated periodically. Updates are, in part, based on data provided by the local CES offices.

LATA: persons retrenched from a designated industry in a designated geographical area. Designated industries are presently International Harvester, Corio, Victoria; steel industries in Wollongong, Newcastle and Whyalla; coal mining in New South Wales; and the passenger vehicle industry.

SID: retraining program sponsored by industry to meet its skills requirements. Preference is given to unemployed people for placement.

SNJ: unemployed persons considered to have special difficulties competing in the open labour market, including migrants with English language difficulties.

Participation

The Management Information System (MIS) information on the numbers of migrant and Australian-born participants in all four programs, and on the number of migrants with English language difficulties is set out in Appendix Table 5.A12. Three of the programs had high migrant participation in 1983/84 - LATA 39.6%, SNJ 48.4%, and while GTA's total participation has fallen dramatically from 17,324 in 1980/81 to 3,353 in 1983/84, migrant participation has increased from 10% to 25%. SID migrant participation is the lowest of all four programs at 12%. Migrants with language difficulties constitute 28% of total placements in SNJ, 3% in GTA, nil in SID and 2% in LATA.

Age break-ups of the LATA, SNJ and GTA formal training programs were obtained from DEIR for 1983/84. Participants under 25 years comprised 30% of placements in LATA, 34% of GTA formal training and 53% of SNJ.

Participation by migrants under all four programs has increased from 10% in 1980/81 to 35% in 1983/84. Similarly, participation of migrants with English language difficulties has increased from 5% in 1980/81 to 7% in 1983/84. So, although total participation under the programs has contracted from 18,041 to 9,577 over the period, migrants generally and migrants with language difficulties have increased their share of placements. This is shown clearly in Figure 5.2.

In June 1984, the Institute conducted a survey by mail questionnaire of a sample of GTA and LATA participants, selected by DEIR to contain a substantial number of migrants.[8] The survey does not therefore provide data on migrant participation rates. While the size of the final sample was 30% of the 2,430 participants contacted, the respondents (GTA 469, LATA 236) represented a significant proportion of the total number of participants in these programs (GTA 3,353, LATA 3,701) in 1983/84. Most migrant respondents were over 25 years, and the number of young migrant respondents was too small for meaningful analysis. Appendix Table 5.A13 sets out the age and birthplaces of survey respondents.

5.6 COMMUNITY-BASED PROGRAMS

Three Commonwealth programs aim to encourage local communities and community-based bodies to provide services to assist young unemployed people - the Community Youth Support Scheme (CYSS) and two very small programs, the Volunteer Youth Program (VYP) and Community Youth Special Projects (CYSP). Participants in the three schemes were estimated to number 73,980 in 1983/84.

The broad objectives of CYSS are to assist local unemployed young people to develop their capacity for obtaining and retaining employment, and to become more self-reliant while unemployed. Similarly, VYP seeks to assist young unemployed people develop their capacity to obtain and retain employment, and also aims to promote their involvement in the community. VYP projects operate mainly as referral agencies, placing young people in voluntary community service work. CYSP aims to provide full-time structured training opportunities for those unemployed young people who are most disadvantaged in the labour market.

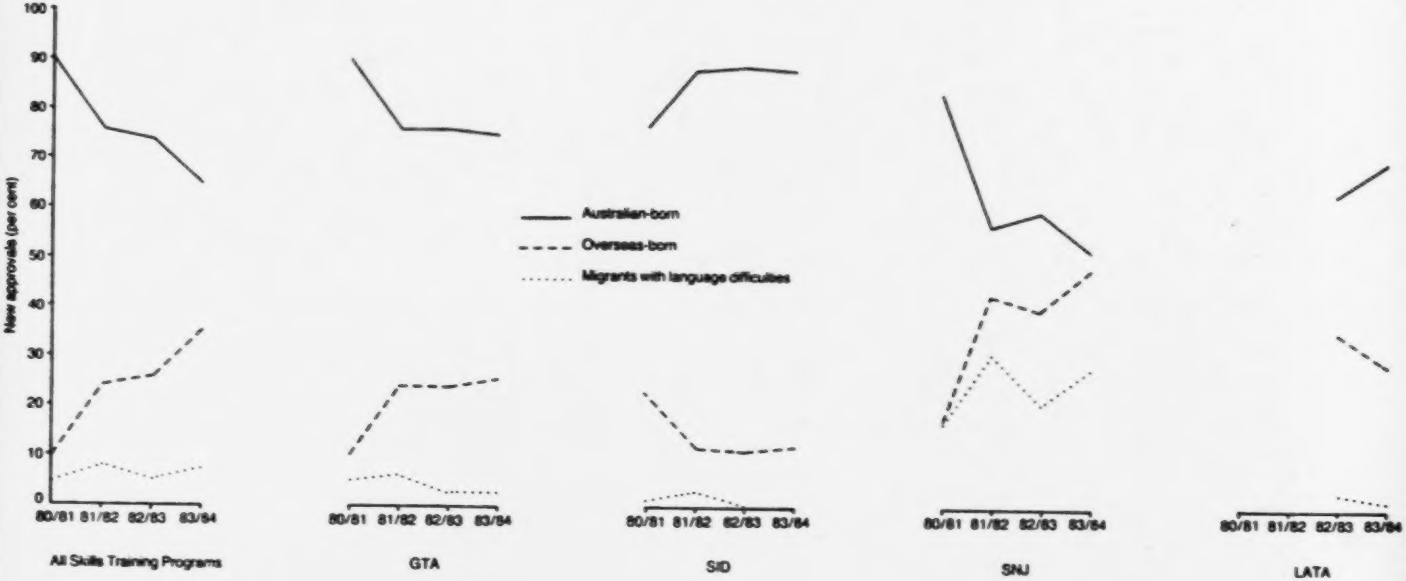

Figure 5.2 Participation in Skills Training Programs by birthplace, 1980/81 to 1983/84

Source: DEIR

Eligibility

Eligibility for these programs is formally restricted to unemployed young people aged 15 to 24. Youth under 15 who have special exemption are also eligible for CYSS and VYP. VYP excludes young people on pensions and benefits, except for those youth receiving supporting parents' benefit, while CYSS can admit such young people. CYSP is restricted to youth unemployed for at least 4 of the previous 12 months. Its guidelines require encouraging participation by people unemployed for at least 8 of the previous 12 months, and giving consideration to special provisions for particularly disadvantaged groups, such as migrants.

Participation

DEIR reports that the number of persons assisted under CYSP has risen from 400 since its inception in 1980/81 to 1,780 in 1983/84. The NIS data on CYSP covers just over half of the participants (those in receipt of a CYSP trainee allowance in 1983/84 - 494 males and 462 females), and indicates that 14% were migrants (66 males and 68 females) and that 4% of those recorded as migrants were identified as having English language difficulties.

Additional statistics provided to the Institute by DEIR on three CYSP projects run by one organisation indicate that migrants are likely to be highly concentrated in some projects, with others having only few migrant participants. Of the 140 participants in the three projects, 89 were born overseas. This is a 64% participation rate, compared to the national figure of 14% in the 11 projects covered by NIS. Of the 134 migrant participants in CYSP recorded on NIS, 85 (63%) came from the three projects sampled, with 36 being of non-English-speaking background.

According to DEIR data, 1,740 females and 860 males were registered with VYP projects during 1983/84. Approximately 2,200 of them were placed as volunteers. Participation in VYP has more than quadrupled from its initial 600 participants in 1979/80. Although NIS does not cover VYP, an indication of migrant participation in VYP was provided by DEIR's November 1984 survey of seven projects in five states which collected data on 100 VYP participants in each state. Four of the states provided statistics on the overseas-born: percentages of overseas-born participants ranged from 8% to 29% with the overall participation rate being 18% (Appendix Table 5.A14).

Only three of the five states surveyed identified participants with English language difficulties: the proportion ranged from less than 1% in Queensland, through 5% in South Australia, to 7% in Western Australia. The survey did not supply information on the proportion of those of non-English-speaking background among the migrant group, nor on participation by refugees or other new arrivals. Officers at CYSS projects visited during this Review reported, however, that newly arrived migrants and refugees did contact their centres though they constituted only a small proportion of all participants.

CYSS is by far the largest community scheme. In its first year (1976/77), participants were estimated at 5,400. By 1983/84 DEIR estimated that 70,000 young people attended a CYSS project at least once. In the absence of national data, indicators of migrant participation have been derived from surveys conducted by the Institute and from the Institute's CYSS Projects Study.

The information gained by the Projects Study is, however, subject to the difficulties inherent in CYSS recording systems. CYSS guidelines stipulate the keeping of 'adequate records of participants and their participation'. Whether 'adequacy' includes information about birthplace and/or ethnicity is decided by individual projects. Three of the 17 projects visited by the Institute recorded data related to migrants: one recorded participants' nationality; another kept information on 'ethnicity', and the third had data on 'main language used'. Estimates provided to the study by different workers within the same project sometimes varied: officers were not always sure whether participants were overseas-born or were Australian-born of migrant parents; descriptions of participants as 'Greek' or 'Italian' often related to ethnic origin rather than birthplace; and the terms such as 'second-' and even 'third-generation migrant' were not uncommon.

The limits on the accuracy of migrant participation information characterise CYSS participant statistics generally. DEIR total participation estimates for CYSS are based on CYSS projects' bi-monthly reports, and the figures included in projects' annual grants applications. Some projects visited acknowledged that participation records were not kept, and that figures in reports are only estimates. The great majority accepted participants outside the designated age group, and those keeping participation records tended to record all participants, although not all satisfied the eligibility criteria.

The Institute's findings confirm the relatively low participation rate of overseas-born youth in CYSS which has been a matter of comment since the early phase of the program. In its first National Evaluation of CYSS (1977), DEIR reported that migrants were one of the groups which projects found most difficult to attract. Four years later, in 1981, the Task Force on the Review of CYSS Guidelines noted again that 'some groups of the young unemployed suffer particular disadvantage in the labour market and that CYSS does not take adequate account of their special needs'. Ethnic youth were identified as one of the groups. More recently, the report on ethnic youth participation in CYSS (Overberg 1984) and the study of CYSS with regard to girls and women (Byrne 1983) found that migrants encountered barriers to access and utilisation of CYSS.

The 1983 General Survey found that 28 or 3% of the 832 respondents unemployed during the previous 12 months had visited a CYSS project. Of these, four were migrants. The 1984 General Survey found that the participation rate in CYSS of people unemployed in the previous 12 months had increased to 8% generally, and also to 10% of migrants of English-speaking background and to 5% of migrants of non-English-speaking background. Appendix Table 5.A15 summarises these findings. Despite this increase, the rate of migrant participation would still appear to be low.

Institute surveys of SYETP and GTA/LATA participants sought information about participation in and knowledge of CYSS. As indicated in Appendix Tables 5.A16 and 5.A17, both surveys found a significant level of knowledge of CYSS, with 67% of SYETP respondents and 76% of GTA/LATA respondents reporting knowledge of CYSS, but only 18% and 15% of respondents respectively having visited a CYSS project. In the case of both knowledge and usage, rates were significantly lower for migrants of non-English-speaking background.

The CYSS Projects Study's information on migrant participation in 17 projects located in areas of high migrant settlement, is based on Project Officers' estimates. About half (eight) of the projects reported having no or few migrant participants. The remaining projects reported high migrant participation, either in some specific activities or in general. However, this participation did not extend across the range of eligible migrant youth in the respective local areas. About half of the projects attracted youth born in non-English-speaking countries, and half were attended mainly by British-born youth.

Conclusion

While there is no comprehensive statistical data on the birthplace of participants in community schemes for unemployed youth, the available information suggests strongly that migrants, particularly those of non-English-speaking background, are significantly under-represented overall. This conclusion is supported by the impression of a number of program providers. The overall pattern does not hold for all projects in the three community programs, some of which reported far higher rates of migrant participation than the population size of the eligible group would indicate.

5.7 SCHOOL TO WORK TRANSITION/PARTICIPATION AND EQUITY PROGRAM

The Commonwealth School to Work Transition Program (STWTP) operated until 1984 with both school and TAFE elements. In schools the Program encompassed a wide variety of work/career related activities and courses individually approved by State and/or Regional Advisory Committees. TAFE transition courses were of two kinds: those conducted under the Education Program for Unemployed Youth (EPUY); and a variety of introductory courses with different degrees of relevance to particular fields of employment, including pre-apprenticeship, pre-vocational and pre-employment courses. In January 1984 the Transition Education Program was replaced by the Participation and Equity Program (PEP) also operating in both schools and TAFE.

Eligibility and Target Groups

The initial intention of funding transition education in schools was to provide assistance to young people likely to have problems in gaining or retaining employment after leaving school. The implementation of transition education in many schools converged with careers education and was delivered to all students rather than only to those 'at risk'. This was partly due to teachers' reservations about the efficacy of target groups, concern about stigmatisation of students and the belief that all students faced transition problems. Although both transition education and careers education are discussed separately below, in practice their lines of demarcation in schools are frequently unclear.

The criteria and selection of transition education students has essentially resided with individual schools. Some have attempted to focus on students perceived as having the fewest educational and employment options (those most 'at risk' as defined in the transition education guidelines). Others attempt to offer appropriate options to students believed to be most motivated to undertake them, or to academically low achievers, who are 'conscientious and deserve a chance'. Yet other schools have developed alternative Year 11 and/or Year 12 transition courses for students not in courses oriented to higher education admission. In some schools, elements of transition education have been provided for all students; in others courses have been offered only to selected groups. On occasion, components of transition education have been integrated across the entire curriculum, with teachers of all disciplines being expected to deal with transition issues in the course of their normal classroom teaching. It is consequently impossible to identify nationally any particular target population for schools' transition education activities. Fundamental philosophical and practical differences have created a diffuse array of courses and activities for a diverse group of students, so that the original target population for transition education funding in schools, students 'at risk', has in many cases no operational meaning.

Formal careers education in schools provides a critical link between secondary school and the labour market programs for youth. While not constituted as a distinct program, careers education has received some support from transition education funding. The Institute commissioned a study of careers education provisions in a sample of 142 secondary schools across Australia.

Careers education in schools is generally the responsibility of a designated careers teacher who may not necessarily be employed full-time. Targetting is normally based on identifying areas within the school curriculum and stages in students' development where career education is most suited.

During 1984 PEP, which subsumed the Transition Education Program, has operated on the basis of identifying disadvantaged schools which would attract the majority of available funds. These schools were to be identified by state authorities according to various socio-economic characteristics of the communities from which their enrolments derived, their retention and participation rates and the presence of relative concentrations of disadvantaged groups (including migrants). The major types of courses and programs intended to be funded under PEP include those providing special measures to meet the needs of groups such as Aboriginal students and others disadvantaged by economic circumstances, ethnicity or physical disability. These guidelines are basically similar to those applied in the later years of the Transition Education Program, and their interpretation in schools might therefore be expected to be similarly broad.

As far as careers education is concerned one obvious benefit from both these programs has been that they made it possible to fund ethnic aides in some schools.

Participation

There is no comprehensive national or state data collected on participation in transition education in schools. In most states and territories transition education courses have been open to all students, and special provision for migrants and refugees has been very rare. One state has identified pupils of non-English-speaking background as a priority group and, in some schools with a high migrant density, specially designed courses are offered to those who lack English language ability. Similarly, in another state, extra funds have been made available to enable schools to develop programs for groups with special needs, including refugees and other migrants. Overall, however, the number of such courses identified was very small.

Case studies were carried out for this Review in thirteen such schools which either offered programs specifically oriented towards refugee or other migrant youth or had relatively large migrant populations. As far as migrant participation was concerned, the predominant perception of teachers was that migrant parents (especially those of non-English-speaking background) tended to show a preference for programs which were clearly part of mainstream education, rather than for those which they saw as a fringe activity unlikely to improve employment opportunities.

Where careers education programs have made specific provision for migrant youth, it has usually involved English as a second language (ESL) staff, external interpreters or material printed in community languages, and/or placing students in appropriate work experience environments.

These provisions, however, do not apply uniformly across all schools, nor do they necessarily exist equally for all students within any particular school. Indeed, 80% of teachers surveyed for this Review indicated that migrant youth were treated no differently in this regard from other students, and many of them indicated that their teacher training had not focused on the special needs of migrant youth to a degree that would enable them to identify and respond to such needs.

Work experience, as an integral part of the transition from school to work and the clarification of career choices, was widely available across Australia. The career education study found that information in community languages directed at parents about work experience programs was available in only 16% of schools, of which 80% were in Victoria. Although there was a high participation rate in work experience activities on the part of migrant students, those of non-English-speaking background were reported as slightly less likely to participate in work experience and in elective elements of either transition or careers programs.

5.8 TECHNICAL AND FURTHER EDUCATION

Eligibility and Target Groups

Eligibility for the School to Work Transition Program in TAFE required participants to be 15 to 19-year-old school leavers who had already experienced difficulties in finding work. The Commonwealth transition education guidelines for 1981 singled out groups of young people who were believed to be more at risk, including migrants, Aborigines, youth in rural or isolated areas and the physically handicapped. Particular attention was to be given to the special needs of disadvantaged groups when devising programs. Under the subsequent Participation and Equity Program, the age limit was extended to 24 years. In its recent Guidelines, the Commonwealth TAFE Council lists long-term unemployment, early school-leaving, low educational attainment, and lack of post-school education and training as general characteristics of the priority target group under PEP.

Young people aged 15 to 24 years, unemployed and away from full-time education for 4 of the previous 12 months, attending an approved transition education course are eligible for the transition allowance. Other TAFE courses may also attract the transition allowance for participants unemployed for 8 of the previous 12 months.

Participation

Statistics on transition students in TAFE, including EPUY, are limited. Regular student enrolment statistics do not record birthplace. Although individual TAFE program teachers may have considerable data regarding their students, colleges have typically not collected any detailed information relating to country of birth, first language spoken, level of competence in English or other details which could be utilised for monitoring and research purposes. NIS data on participation in the Transition Allowance Scheme by migrants, and by migrants with English language difficulties, is reported in Table 5.8. Data on the age of transition allowance participants in 1983/84 is presented in Appendix Table 5.A18.

The figures for participation of migrants (ranging between a low of 9% for Experimental Training Projects and a high of 15% for School to Work) and for migrants with language difficulties (1% or lower) are below those expected when compared with benchmark estimates of migrants (19% of youth unemployed for four months and over, and 1.3% for migrants with English language difficulties). Only the School to Work courses in TAFE in 1983/84 show a slight increase in participation over the previous year, while participation in the Experimental Training Projects, which had been a major source of courses for the overseas-born in 1982/83, dropped significantly.

Pre-employment courses contain the greatest number of students supported by transition allowances, closely followed by EPUY which had 40% of the total transition allowance approvals allocated to it in 1983/84. Across all components of the STWTP, over 70% of transition allowance recipients are 16 to 19-year-olds.

Table 5.8: Migrant participation in transition education

	New approvals		Percentage of migrants		Percentage of migrants with language difficulties	
	82/83	83/84	82/83	83/84	82/83	83/84
Pre-Apprenticeship[1]	3,785	6,613	na	na	nil	nil
EPUY	5,346	6,100	13	13	1	1
School to Work[2]	6,441	9,104	14	15	3	1
E T Projects	113	369	25	9	nil	nil
Total	15,685	22,186	na	na	1	1

Source: DEIR, NIS

Notes: 1. those trainees approved for Pre-Apprenticeship Allowances

2. includes trainees approved for transition allowance for a pre-vocational, or pre-employment course and those trainees approved for a transition allowance for a pre-apprenticeship course

Other data on migrant participants of non-English-speaking background is available through extensive surveys of transition education students during 1982 and 1983. These were conducted in New South Wales, Victoria and South Australia. They have not been continued in the same degree of detail. The surveys included at least one question on ethnic background, but their different wording meant that the results could not be directly compared across states. Technical problems with the New South Wales data prevented detailed analysis. The two Victorian surveys, conducted in April and October 1983, indicated that, of more than 2,000 participants in programs, 33% were migrants and 17% were migrants of non-English- speaking background (Appendix Table 5.A19). In the 1982 South Australian survey of approximately 1,400 students, 12.7% were of non-English- speaking background and more than one-third of these were enrolled in EPUY courses (Appendix Table 5.A20).

The most noticeable differences were the higher proportion of students of non-English-speaking background continuing to Year 12 of secondary school, and the higher proportion, particularly in the case of girls, who lived with their parents at home (both trends occurring consistently in Victoria and South Australia). Students of non-English-speaking background also spent a slightly shorter period between school and enrolling in a transition course, and were employed for a shorter average time during that period.

5.8.1 Education Program for Unemployed Youth

Eligibility for EPUY requires that a person be under 25, and have been away from full-time education and registered for employment with CES for at least 4 of the previous 12 months. Other evidence of being unemployed may, however, be shown. Since the Program's primary objective is to improve the basic educational skills of young people for whom low or inadequate educational qualifications are a barrier to obtaining stable employment, poor literacy/numeracy skills are also an implicit criterion for entry to the program.

Since publication of the 1981 EPUY guidelines migrants have been identified as a disadvantaged target group, as well as Aborigines, the isolated and the handicapped. Some states have established EPUY programs specifically for migrants. These have been few in number and largely limited to particular ethnic groups. When funding for EPUY commenced under PEP in 1984, preference was to be given to the longer term unemployed, school leavers lacking post-school education, Aborigines, females, migrant and disabled groups, and socially and geographically isolated young people.

Participation

NIS data indicates that EPUY participation by migrants receiving a transition allowance is around 14%, as shown in Appendix Table 5.A21, and about 1% for those with English language difficulties. Further information on EPUY utilisation by migrants was generally unavailable. A study of EPUY commissioned for this Review sought program utilisation data from EPUY staff and participants in 1983, and again from EPUY staff in 1984.

The 1984 study yielded the most precise and recent data regarding migrant participation (Table 5.9).

Co-ordinators in 1984 reported that approximately 13% of EPUY participants were migrants. Of these, fewer than 60% were of non-English-speaking background. While the overall level of participation by migrant youth is limited, it is particularly low in some states, notably Victoria and New South Wales, where

Table 5.9: Birthplace of EPUY participants - second half-year programs 1984

	ACT	NSW	NT	Qld	SA	Tas	Vic	WA	All states
Australian-born participants	90.3	86.4	-	92.1	78.3	92.2	91.4	67.6	87.4
Overseas-born participants	9.7	13.6	-	8.0	21.7	7.2	8.6	32.4	12.7
ESB participants (%)	0.0	5.5	-	4.0	16.0	4.0	2.7	7.4	5.3
NESB participants (%)	0.0	7.5	-	3.6	5.7	3.2	4.5	1.9	4.7
Refugees (%)	9.7	0.6	-	0.4	0.0	0.0	1.4	23.1	2.7

Source: 1984 EPUY Survey
Note: ESB (English-speaking background)
NESB (non-English-speaking background)

the size of the migrant population means the existence of a large pool of potential participants. Western Australia's very high apparent migrant participation rate was the result of one migrant/refugee program, which not only inflated that state's participant profile but the national figures as well. South Australia appears to be attracting a significant proportion of migrants although not generally those of non-English- speaking background. On these figures, migrant youth participation is lower than could be expected. Those of a non-English-speaking background appear particularly disadvantaged, as 25% of 15 to 24-year-old CES registrants came from non-English-speaking countries.

At the same time, as Appendix Table 5.A22 indicates, the proportion of migrants gaining admission to EPUY in the second half of 1984 approximates the proportion of migrant potential participants interviewed for places on the program. It is also clear from the table, however, that there is differential pressure on the states in terms of applications to enrol in EPUY programs, South Australian programs being under the greatest pressure.

A profile of the EPUY participant group emerged from an interview study of 186 EPUY participants in 1983 in all states. The average age of this group was over 19 which, prior to PEP, precluded entry to other transition programs. Approximately 60% had completed Year 10, 11 or 12, and another 27% had completed Year 9, although very few had attempted post-school courses. Almost half of those interviewed saw themselves as lacking in marketable educational qualifications or skills.

More than 50% had been employed in two or more jobs. For the total group, the most common duration in a job was between two and five months, females being especially likely to have held jobs on a very short-term basis. English was spoken in 91% of all participants' homes, and most of the remaining participants spoke either Vietnamese or Chinese at home.

The profile of the typical EPUY participant that emerged from the interviews was one of a young person of limited secondary education, few career skills or goals, possessed of low self-esteem and whose work experience had been short-term and unsatisfactory, leading to general lack of motivation. The profile presented by the smaller group of migrant EPUY participants interviewed was a significant contrast. Motivation towards educational improvement as a key to career advancement was strong, and because of this a more disciplined and eager approach to gaining the benefits of participation was apparent.

5.9 ENGLISH LANGUAGE PROVISIONS

Commonwealth-funded English as a second language courses, relevant to migrant youth in the labour force, comprise ESL courses provided as part of the Adult Migrant Education Program (AMEP) and those provided under the TAFE Advanced English Program. AMEP, the major program, is funded through the Commonwealth Department of Immigration and Ethnic Affairs (DIEA) and mainly delivered by state/territory Adult Migrant Education Services (AMES), some of which are located in TAFE. The Advanced English Program is funded by the Commonwealth Tertiary Education Commission (CTEC) through the TAFE Council. Under TAFE Designated Grants, state TAFE authorities are funded to provide Advanced English courses. Both programs are aimed at the adult, post-school, migrant population rather than at specific age groups.

5.9.1 The TAFE Advanced English Program

The TAFE Advanced English Program was initiated in 1983 following recommendations made by the Institute in its Evaluation of post-arrival programs and services of May 1982. Specific funding was made available by the Commonwealth for this Program. In the 1985-87 triennium it has been subsumed within a broader program encompassing special course provision for ten groups considered to have special needs. The Advanced English Program's objectives are to increase migrants' English proficiency to a level enabling entry into other TAFE courses or other post-secondary institutions, and to help migrants to develop a command of English adequate for occupational purposes and/or for obtaining recognition of their overseas qualifications. Accordingly, TAFE Advanced English courses have a strong employment and training orientation, aiming at migrant access to mainstream provisions leading to employment. In addition to Commonwealth objectives for the Program, state TAFE authorities may issue additional guidelines to TAFE colleges shaping the types of courses provided and indicating the students to be selected. Thus, in New South Wales, the Department of TAFE specifies that 'a balance of programs must be appropriate to the needs of women from non-English-speaking backgrounds'.

Eligibility

Course eligibility is not restricted by age (except insofar as all TAFE provisions are aimed at a post-school population) but rather by selection criteria devised on the basis of course objectives, educational pre-requisites and available places.

Participation

Comprehensive data on participants in the Advanced English Program is not available at either the Commonwealth or state levels. State TAFE authorities do not routinely collect data on participants in the Program. A 1983 'one-off' survey of Advanced English course participants, conducted by the New South Wales Department of TAFE, gives an indication of some student characteristics but, as well as having other limitations, the report of that survey did not analyse the data by age. The data available on youth participation in the Advanced English Program is limited to that collected by the Department of Education on students receiving living allowances. The proportion of enrolments represented by these students is not known, but most ESL provision under this Program is part-time.

The available data precludes reliable assessments of youth participation in the Program. The consensus among the state TAFE authorities was that few participants were in the 15 to 24 age group, and that of those who were, most would be in the 20 to 24 age group. This was due to program objectives emphasising obtaining recognition of overseas qualifications and upgrading or retraining on the basis of existing skills. Consequently, many participants have completed their secondary education and/or obtained a subsequent qualification or training before entering the Program. This emphasis on young adults rather than teenagers is supported by living allowance data which would also appear to indicate that there is greater youth participation in the program than TAFE authorities believed.

The majority of students enrolled in full-time courses - ranging from 3 to 36 weeks with an average length of 10 weeks - receive an allowance. However, most participants and courses are part-time. Appendix Table 5.A23 presents data on all students receiving living allowances in 1983/84, by age and sex.

Full-time courses were only offered in New South Wales, Victoria, Western Australia and the Northern Territory in 1983/84. In that period 1,010 students received living allowances (34% NSW, 32% Victoria, 33% WA). Of students receiving living allowances, 33% were under 25 and most of these (59%) were in the 21 to 25 age group. The younger group ranged from under 18 to 20 years. Of the young students, 33% were female, compared to 18% of older students.

Data is available on the language background, but not by age, of students receiving living allowances. Appendix Table 5.A24 indicates the major language background groups. Students from Vietnamese and Polish language backgrounds were the two largest groups.

The New South Wales Department of TAFE 1983 Survey of Advanced English courses provides additional general data on participants' characteristics. Students from 51 of 66 courses responded, a sample of 1,522. Students involved in non-course activities, such as ESL assistance provided to students enrolled in non-ESL courses, were excluded from the survey. The total number of students participating in the program, whether through courses or other activities, is not known.

Most (61%) students surveyed had been resident in Australia for five years or less (Appendix Table 5.A25). Persons born in Vietnam constituted the largest birthplace group (16%); and Spanish, Chinese and Vietnamese were the first languages of the largest numbers of students (Appendix Table 5.A26). Other data was collected on occupation in Australia and overseas, and level of education attained (Appendix Table 5.A27). These statistics are flawed, however, by particularly high proportions of non-responses which limit the conclusions that may safely be drawn.

The available data suggests that migrant youth comprise a significant proportion of students in the full-time courses of the TAFE Advanced English Program. It also suggests that in these courses female migrants are more significantly represented among young students than among older students. It is, however, difficult to generalise this finding to the part-time provisions of the program in view of the significant data inadequacies on participants generally, or therefore, to assess the adequacy of existing levels of youth participation. Whether young participants share the characteristics suggested by the NSW data, and whether indeed this data can be regarded as accurate, remains questionable, and subject to developments in TAFE data collection.

5.9.2 The Adult Migrant Education Program

The AMEP is the major program under which English courses for adult migrants are provided in Australia. The Program's broad objective is to provide English language instruction to adult migrants with little or no proficiency in English.

AMEP provides a range of English language arrangements: full-time and part-time on-arrival courses; full-time and part-time, day and evening on-going courses; community classes; courses in the workplace; a home tutor scheme; and a correspondence course. Provisions for individual learning exist in all states. Each AMES allocates funds for innovations and new developments. Special courses for youth have been mounted through this element of the Program. Other minor provisions include the job-seekers' courses provided by AMES in Victoria and South Australia, in conjunction with CES, discussed elsewhere in this report, and courses provided by AMES under LATA in New South Wales.

Eligibility

To be eligible for AMEP courses, applicants must have permanent resident status and not be enrolled in a school. New arrivals are eligible for an on-arrival course providing instruction in survival English if they apply within the first 12 months after arrival. There is no particular condition of eligibility for subsequent on-going courses, beyond need for English language instruction. Subsequent courses are available to the newly arrived who have completed on-arrival courses, and all other adult migrants.

The 1984/85 Program guidelines identify two priority groups. First priority is accorded to the newly arrived. The Program seeks to provide a place in a course to every new arrival who needs to learn English within 12 months of arrival. The second priority group comprises those requiring a 'foundation of English' to meet a clearly designated purpose and for whom lack of knowledge of English is a major barrier. The groups singled out for attention in the guidelines are: women; young people under 25 years; the unemployed, especially those needing to improve their English to obtain work; those wishing to undertake further study; and people seeking to enter the profession/occupation for which they qualified overseas.

Participation

As yet, AMEP is unable to provide comprehensive national data on participants' characteristics. In response to a recommendation in the Evaluation of post-arrival programs and services of May 1982 a computer-based information system has been developed and is currently being installed progressively throughout Australia. As it is not yet completely operative, it is not possible to determine the degree of participation by young migrants in the Program. Such indicative data as is currently available is reported below.

At a general level, Program administrators suggested that the age composition of participants broadly reflects that of non-English-speaking settler arrivals within eligible age groups. This is because AMEP is focused on new arrivals, and a high proportion of such participants proceed to on-going courses after completing initial on-arrival courses.

AMES in New South Wales, Victoria and South Australia were consulted as part of this Review. They were able to provide preliminary data from their information systems on participation by young migrants. This data is not comparable between AMES: it relates to different populations, different courses and different periods of time, and can only be regarded as a sample of AMEP participants in each state. At the stage when the data was collected, the total number of participants in each of the states was not available and only broad indications of what the sample might represent were possible.[9]

Youth participation, as indicated by the available data, varied between the different classroom program components. In New South Wales, all young people for whom there was data were enrolled in the part-time day program. In Victoria, youth participants comprised a range from 43.6% of all participants in full-time on-arrival courses, to 11.7% of all participants in on-going part-time day courses. Most young participants were enrolled in on-going part-time evening courses (33% of the 742 young people) and in part-time on-arrival courses (29%). In South Australia, youth participants ranged from 26% of all participants in part-time on-arrival courses to 18% of those in full-time on-arrival courses. Again, most were enrolled in on-going part-time day (45% of the 287 young people) and evening courses (27%). In most programs, females were in a slight minority, but they were a smaller proportion of participants in on-going part-time evening courses. Most young course participants were unemployed.

Data was also made available by AMES in Victoria and South Australia concerning applicants for AMES courses. This data covers the same time period as the participant data and includes all applicants at the two central venues in Victoria and South Australia. As well as data by age, it also provides information about country of birth and period of residence of potential young participants.

Applications by young migrants for AMES courses comprised 27% (1,372) of all applications in Victoria and 22% (320) in South Australia, indicating that young migrants are a significant age group in the demand for AMES courses. In the same period, 26% of all participants in Victoria, and 23% in South Australia, were young migrants.

In terms of birthplace, the largest group of young applicants in Victoria, for whom there is data available, was born in Vietnam (48% of 1,372 young applicants) followed by Turkey (6%). In South Australia most young applicants were born in Vietnam (57% of 355) or Kampuchea (22%).

Residence data indicates considerable demand from young recently arrived migrants in Victoria. There, 40% of young applicants were resident for less than six months compared to 33% of other applicants. In South Australia, however, the largest group of young applicants were those resident between one and two years (37%) and the differences between age groups were less marked. Of young applicants, 22% were resident for less than six months compared to 18% of other applicants.

Most young migrants attend courses open to all age groups. Courses emphasise the goals for which English is required (such as further study or employment) which are not exclusive to any particular age group. Special courses for young adults have been mounted from time to time. These are experimental courses funded through the innovations/development component of the AMEP budget. The primary purpose of this component is to provide funding for courses outside the normal range, unique or pilot programs, unusually expensive training courses, or activities which cut across program lines. Successful elements of experimental courses may be incorporated later into the general program.

A number of special courses for young adults were brought to the attention of this Review. In Victoria, AMES in collaboration with TAFE, was funding an eight-week full-time course for recently arrived young Ethiopians at Dandenong College of TAFE. Their ESL needs, which were for English directed at further education, and therefore well beyond survival level, could not be accommodated within the existing provison. AMES in Victoria has also mounted two full-time courses of 16 weeks for young adults at Collingwood Education Centre. These were targetted on young, unemployed, recently arrived migrants of limited or interrupted education, without any family support. The most recent class consisted of young Vietnamese students. In New South Wales, AMES at Fairfield Education Centre has mounted part-time courses for unemployed and unskilled migrant youth. These provide English instruction of a kind needed for job-seeking, coping with unemployment, future vocational, education and recreational options, and self-confidence. In South Australia, AMES in collaboration with the TAFE Participation and Equity Program, was funding a 20-week, full-time course at Croydon Park College of TAFE. Students comprised young unemployed recently arrived Indo-Chinese of limited schooling and limited English.

Apart from these course provisions, AMEP program administrators considered there was limited participation by migrant youth in other program activities. This is supported by such limited data as exists. Courses in the workplace generally cater to the employed of an older age group. A recent report on this program analysed student data on 460 students in such courses held in South Australia in 1982 and 1983: 14% were in the 15 to 24 age group but most were aged 20 to 24. The largest proportion of students were in the 25 to 34 age cohorts.[10]

The limited data available suggests that AMEP is able to attract migrant youth to its courses, and that the youth component of different types of courses varies considerably. The data does not, however, allow any assessment of how far existing youth participation is adequate. Such an assessment is contingent upon data about program participants which will be generated by AMEP's information system once it is fully operational.

5.9.3 Access to Courses

Factors which are common to both ESL provisions and labour force programs, such as their relevance and suitability, are discussed in the concluding section to this chapter. However, for young unemployed migrants two factors would appear to be of critical significance in influencing participation in ESL provisions. These are the availability of income support and the availability of places.

Income support provisions in the TAFE Program consist of living allowances associated with full-time courses administered by the Department of Education. The AMEP living allowances, administered by the Department of Immigration and Ethnic Affairs, are available for all full-time courses and for part-time on-arrival courses. Both the TAFE and AMEP ESL allowances are means-tested and equivalent to the unemployment benefit. Participation by the young unemployed in full-time provision is thus linked to the availability of living allowances.

The data would seem to indicate that most young participants in the AMEP in Victoria and South Australia were unemployed, with the rate being significantly higher in South Australia. Most young participants were concentrated in part-time programs. In Victoria, most were participating in the part-time evening on-going program, while in South Australia most were participating in the part-time day on-going program. In New South Wales all young participants were located in the part-time day program. The lack of more extensive full-time provision and the availability of the unemployment benefit would appear to result in a concentration of youth in part-time day programs.

Participants in part-time programs are either employed, in which case part-time evening courses would appear most suitable, or unemployed, in which case the intensity of the course and the time of day during which it is undertaken may be less relevant and shaped by other considerations. These include the availability of living allowances for full-time courses, or the unemployment benefit for part-time courses. Individual capabilities, motivation, previous educational experience and learning objectives are factors which may limit the suitability of full-time intensive study for some learners. The availability of full-time allowances is important for those for whom full-time study is appropriate. The extent to which existing full-time provisions, and the existing level of living allowances, are adequate for such individuals is difficult to ascertain.

Income support provisions for young people are currently under review by the Commonwealth. Two issues which require consideration are the availability of living allowances to facilitate participation by young migrants in full-time ESL courses, and the suitability of non-educational allowances as income support for young migrants in part-time courses. The existing ESL provision would appear to be unduly influenced by constraints related to living allowances rather than by educational considerations.

The ability of young migrants to participate in ESL provision is also constrained by the availability of places. Both the AMEP and the TAFE Advanced English Program would appear to be successful in attracting young migrants. The extent to which there is an unmet demand is not clear. Data presented above for Victoria indicates that AMES is able to accept and place 73% of young applicants while the balance are assigned to a waiting list for future placement. Of applicants who were not accepted by AMES, mainly on the grounds of giving priority to those with low levels of English proficiency, a greater proportion were young applicants. These rejected applicants would encompass part of the client group of the TAFE Advanced English Program. This provides the only indication of a specific youth demand for such courses.

Both the TAFE Council and state TAFE authorities have noted the existence of a strong demand from migrants for the courses provided under the Advanced English Program. State authorities note that submissions from TAFE colleges for funding consistently and significantly exceed the total funds available, and that applications for places greatly exceed available places. The TAFE Council has observed that 'the program has not been underway long enough for an accurate assessment of the demand for such courses' but 'all States have reported a very strong initial response and some have suggested that demand will continue into the 1990s subject to trends in immigration'.[11]

5.10 FACTORS AFFECTING MIGRANT YOUTH PARTICIPATION

The conclusion emerging from this examination of the available evidence on migrant youth utilisation of labour market programs is that their overall participation rate is far lower than their share of unemployment suggests would be equitable. However, the placement rates of overseas-born youth vary considerably across programs. In some programs their share is substantial, in others it is almost negligible. This reflects the interaction of a range of factors: the nature of selection and placement arrangements; the emphasis program providers place on migrant youth and the provisions made to attract them; and the degree to which migrant youth are aware of programs and wish to participate in them.

Five main factors emerge as important in restricting, and in some cases enhancing, migrant youth utilisation of programs. The first central factor, the character of placement arrangements within the CES, has already been examined at some length in Chapter Four. Here, the four other factors are considered:

- eligibility and targetting
- competing objectives
- program relevance
- knowledge of programs

The order of presentation does not indicate the relative weight of these factors across all programs, and the way the factors interact in any one program precludes simple generalisations.

5.10.1 Eligibility and Targetting

A number of programs determine eligibility by length of unemployment and require participants to have been away from full-time education and unemployed for at least four months in the last twelve months. This requirement may disqualify newly arrived migrants if their overseas educational and unemployment experience is not taken into consideration. There do not appear to be any clear guidelines that would assist CES officers in dealing with such situations. The issue was addressed by the 1983 DEYA report on Immigrant and refugee youth in the transition from school to work or further study and stated to be under review. The Institute's recent research, however, indicates that the common practice in assessing eligibility is to take into consideration only the Australian labour market experience.

Eligibility criteria related to the length of unemployment is usually connected with eligibility for financial assistance. In a number of programs it acts as a barrier to access for those assessed by the course providers as being in great need of assistance. During its consultations, the Review's attention was drawn to a Transition Education course which was designed to provide vocational English language training for recent arrivals. Many of the applicants had been away from full-time education for a number of years, but, because of their short period of residence in Australia they did not qualify for a transition allowance granted for the course. This discouraged them from participating in the program, even though it was suitable to their employment and training needs.

The four-month unemployment requirement raises further concerns. It does not appear to be compatible with the risk characteristics scale identified by the Institute's General Surveys, and does not take into account other identifiers of labour market disadvantage.

No employment or training program is directed exclusively at migrant youth, nor does any program allocate a specific proportion of places to them. Moreover, the program guidelines vary greatly in their identification of migrant youth as a special target for assistance. They are not mentioned at all in some programs where eligibility is determined solely by criteria such as length of unemployment. SYETP, for example, is a major program where there are no nominated special groups other than the longer term unemployed. In the case of some other programs, indications are given that migrants are among a number of specific groups to whom special attention should be paid. CEP, for instance, mentions migrants with English language difficulties as a special group, while CYSS indicates that attention should be given to the needs of migrant youth.

In some programs those who run specific projects are encouraged to target migrants exclusively. For instance, within overall guidelines, some Transition Education courses have been constructed specifically for migrant youth, as have some CEP projects. By contrast, the policy governing CYSS projects discourages ethnic communities from establishing such projects solely for migrant or ethnic youth, although individual centres may designate some staff to work specifically with such target groups.

A comparison of migrant youth participation rates across programs clearly shows that specification of them as a target group by policy or guidelines does not, of itself, guarantee their proportionate participation. The exhortation in CYSS guidelines that projects take account of migrant youth is not reflected in migrant participation rates in that Scheme. These are even lower than in SYETP which makes no official mention of migrant youth. In turn, the extremely high participation figure attained under SNJ cannot be attributed simply to the reference in that program's guidelines to migrants as one of a number of priority groups. By contrast, CEP which similarly nominates migrants as a priority group has achieved much lower participation.

In sum, targetting that merely involves nominating a particular group as a priority is a relatively ineffectual means of securing equitable participation outcomes. That this is so, not merely in the case of migrant youth, is shown by the discrepancy between the placement of women under CEP and the proportions specified by the program guidelines. To be effective, the guidelines' nomination of a group as being 'special' or a 'priority' needs to be supported by additional measures. These measures might range from publicity targetted to the special group (eg. use of community languages in the case of migrants), through the adoption of more individualised placement techniques, to the application of quotas.

Concern with the equitable placement of migrant youth has not yet resulted in their being allocated quotas. The multiple factors affecting participation suggest that, while quotas may increase target group participation, their application is unlikely by itself to accomplish the objectives intended. Further, adverse reaction from outside the target group may arise, particularly if the target group does not take up all its allocation, at a time when the program is unable to meet general demand.

5.10.2 Competing Objectives

A major constraint on the efficacy of targetting is the impossibility of defining groups in a way that allows assistance to be concentrated on those individuals most disadvantaged. No matter how carefully a disadvantaged group is defined, it will include within its ambit people with a range of resources. The indications are that those with the least disadvantage will usually achieve a higher participation rate within the quota. This is illustrated by the experience of the work-based schemes. The simple fact is that, for employers, the main incentive for undertaking sponsorship is to secure additional staff for work they want done. This work may be needed for running a business, as with private employers who accept SYETP subsidies, or, it may be to improve community facilities, as with a non-profit body sponsoring a CEP project. In both cases, however, the employer's primary interest is likely to be selection of unemployed people with the most, rather than the fewest, characteristics of 'employability'.

This can also be a problem where the Commonwealth itself is the employer. This is well illustrated in the case of SYETP. Data from the Mail-out Survey indicated that 64% of participants in Commonwealth/State SYETP had been educated beyond Year 10 level, almost double the figure for private sector Standard and Extended SYETP participants. Clearly, unemployed youth with higher levels of schooling were gaining entry to Commonwealth/State SYETP despite guidelines indicating that the least qualified should be preferred.

There are also competing objectives within the schemes themselves. This is quite evident in the Community Employment Program, described by one commentator as 'an ungainly beast'.

> It has been saddled with three major and somewhat incompatible objectives: to provide employment opportunities for the structurally disadvantaged; to play a classic counter-cyclical role; and to generate economically and socially useful projects. A short-term work experience programme can do the last two but it should not be expected to combine these with assistance for the long-term unemployed.[12]

The consequences of competing incentives and objectives are highlighted by migrant participation in CEP.

Although migrants with limited English were a nominated special group, their referral was criticised by some sponsors as reflecting a CES inability to find the 'right person for the job'. In the course of this Review, a number of CES officers indicated that there were some sponsors who regarded migrants as inhibiting the prospects of project success, as safety risks and potential workers' compensation cases. About 25% of sponsors in the CEP Regional Surveys referred to the problems of recruitment of appropriate participants. Of the sponsors employing migrants with language difficulties, 50% recognised that lack of English would cause communication problems, and one sponsor referred to difficulties that would be created by cultural differences.

Analysis of approved applications for project funding under both WPP and CEP indicates that few sponsors nominated the employment of migrants as a target. The data on sponsors suggests that the majority took little account of any special group other than the long-term unemployed. In the case of WPP, 76% of projects specified no target, and a further 16% specified a target group not under the guidelines, such as ex-prisoners or single breadwinners. Migrants were the specified target group for only 3.3% of all projects (152). Only 19 of those projects nominated migrants with English difficulties as a special group in their submissions for funds. These projects accounted for 0.4% of the total, compared to the nomination of Aborigines (7%), the disabled (2.4%) and out-of-trade apprentices (1.6%).

In the case of CEP, the majority of sponsors took little account of special groups within the eligible population of the long-term unemployed. The disabled were specified by 14.8% of projects, 8.3% specified Aborigines and 0.5% people who had never worked. Of all projects 6.4% (505) specified migrants with English difficulties. There were also 440 projects which sought to employ migrants generally.

Migrant participation in CEP has also been limited by the difficulties migrant communities have in becoming CEP sponsors. Perhaps the most significant of these is a limited ability to meet the normal sponsor contribution requirement, which was 30% of total budget costs prior to 1 July 1984 when it was reduced to 20%. Of projects sponsored directly by migrant community groups, 41.4% required 100% Commonwealth funding, compared with 34% of all community groups. Other difficulties encountered by migrant and other community groups in applying for CEP funds noted by officials included:

- problems in understanding the Program's objectives and guidelines, the laws and regulations involved in setting up projects, and the wider community support and government networks
- lack of confidence in handling paperwork and dealing with a government body
- inability to provide an acceptable level of management expertise to run projects and administer grants
- insufficient possession of special information needed to complete application forms, such as the names of industrial awards and determinations relating to the positions required.

Community groups consulted by the Institute raised similar concerns and problems. Most pointed to the difficulty of meeting sponsor contributions, and many were unaware that this requirement could be waived for specific projects. Negotiating a bureaucratised application process had proved to be an insurmountable task for some ethnic community organisations, while others had not heard of the Community Employment Program. It was believed that insufficient attention has been given to marketing CEP in migrant communities, in spite of the heavy promotion of the scheme in the media and the appointment of development officers to promote CEP among migrant communities.

5.10.3 Program Relevance

Of considerable importance to migrant participation in programs is the extent to which provision is made for their special needs - such as limited English competence. Also of significance is the degree to which programs are relevant to the interests and aspirations of migrant youth.

Except for school-based transition education courses, migrant participation in employment and training programs is largely voluntary. Although some refugee and other migrant youth may feel they 'have to' enter programs, because of family or general social pressures, or the fear of losing unemployment benefit entitlements, formal compulsion, generally speaking, is small. Consequently migrant youth perceptions about how beneficial particular program opportunities are to their aspirations and broader interests are important determinants of participation. While work-based programs offer wages, a highly potent incentive, non-work-based schemes offer less tangible incentives.

The Institute's studies showed migrant youth participation in these schemes to be particularly influenced by perceptions as to whether the nature of the overall programs and/or specific projects within them were relevant and appealing. These perceptions were inter-related, with views about programs generally deriving from what was known (or heard) about specific projects.

In the case of CYSS, for instance, a number of Project Officers interviewed by the Institute suggested that the attitude of many migrants towards the program was negative. This was attributed to a number of factors, particularly the absence of structured work-skills training in many centres. Both recently arrived and longer resident migrants were regarded as being more interested in structured activities imparting practical skills than in CYSS supportive services. In addition, it was said that migrants did not accept the realities of long-term unemployment, and that they believed CYSS catered only for people with little hope of finding work, and could provide them with little more than recreation. These perceptions were confirmed in the Institute's community consultations. About one-third of the ethnic organisations consulted during the Review had no or little knowledge of CYSS. Those who knew of it were more likely to be critical than favourable.

It is likely that this image of CYSS stems to some extent from the limited migrant group involvement with the Scheme. The Review found that few Local Management Committees included migrant members, and that attempts by projects to gain involvement from those communities have been limited. It may well be that a self-perpetuating situation has developed. A number of Project Officers felt that there was little point in pursuing migrant involvement because migrants showed little enthusiasm for the Scheme. In turn, migrant groups' slight involvement means that they have little opportunity to learn enough about the Scheme to kindle any enthusiasm, or to influence its shape so that they feel there is reason to be enthusiastic about it.

Only a few projects conducted activities specifically aimed at attracting migrant youth, for example English classes, bilingual child care courses and welding classes with a Vietnamese-speaking instructor. Several projects also sought staff sensitive to migrant problems by employing workers with suitable backgrounds and skills. Those responsible for some projects did not see the need to adapt their activities, believing that any 'preferential treatment' or 'positive discrimination' would not be beneficial to migrant youth. Some considered other groups of youth as being in greater need of assistance; others lacked the resources to cater to the specific needs and interests of migrants.

As with all youth, however, the needs and interests of those born overseas vary considerably. Special activities tailored for their benefit do not automatically attract young migrants, nor does the absence of such activities inevitably preclude their participation. Among projects adapting to the needs of overseas-born youth, several did not succeed in attracting significant numbers. Conversely, some projects which made no special effort of that kind did secure substantial migrant participation.

Since social and recreational activities are key attractions for young people's participation in CYSS projects, the social environment of projects also influences which youth will participate. Some centres had dominant youth groups, either Australian-born or of particular migrant or ethnic backgrounds. Other groups tended to be excluded, whether by reason of outright hostility from dominant groups, or simply because they did not feel 'at home'. Staff attitudes towards migrant youth also varied. In a few cases a welcoming atmosphere was absent; in others staff expressed enthusiasm for migrant participation.

A further factor, influencing the participation of migrant girls, was whether activities were segregated by sex. While unsegregated activities were compatible with the attitudes of some migrant females, it is apparent that a strong preference for separate programs may impede female participation. These preferences are shared by many of the Australian-born females, though preference for segregation is likely to be stronger among some migrant groups, especially those where parents do not allow their daughters to take part in mixed group activities.

In a number of respects, the factors encouraging or inhibiting migrant youth participation in CYSS find parallels in transition education courses. A submission to the Institute summarised the two key factors.

> Transition Education, EPUY and Pre-Vocational courses are geared to the needs of young unemployed people with an adequate command of spoken English but who lack educational and social skills required to pursue jobs. Because of these language entry requirements such programs do not attract recently arrived migrants and refugees who are usually highly motivated and may well have considerable potential.
>
> Many young migrants and refugees come from backgrounds where the phenomenon of unemployment as it presents itself in Australia is completely unfamiliar. The attitudes to unemployment and education which have led to the introduction of the above programs may not be understood, and hence alterations to the traditional academic school program are mistrusted and unacceptable.

Special or supplementary provision is undoubtedly necessary for migrant youth with limited English language ability. The lack of such assistance is likely to discourage their participation. With regard to EPUY, the evidence is that where special provisions are made for migrants, there tends to be an oversupply of eligible clients. Otherwise, the group is under-represented and some programs, even in metropolitan Melbourne and Sydney, struggle to attract a participant group of viable size. Overall, however, very few classes specifically for migrants have been established and opinion among program deliverers about their desirability is divided.

The view generally found among program administrators and teachers during the Review was that migrant parents and children have not shown much enthusiasm for EPUY because they regard it as leading to neither higher education nor skilled employment. There is some substance to this perception. Transition education courses have yet to be widely recognised within educational bodies as a step on the educational ladder. Many transition education courses, particularly within

EPUY, have emphasised aims such as 'personal development', rather than more conventional, formal educational attainments. The deliberate 'de-schooling' emphasis of many programs tends to deter many migrant parents who believe that EPUY does not provide an educational environment into which they wish to introduce their children.

The Institute's interviews with program providers and community groups suggested that the negative perceptions of many migrant parents stemmed partly from a limited understanding of the nature of Australian education systems and partly from ambitions for their children which conflicted with teacher assessment of the children's abilities. While there was common agreement that such a gap between parents' aspirations and educators' perceptions exists, the Review found little evidence of institutional effort being made to close it.

Program relevance is also a factor affecting participation in ESL courses among the potential client group. In the AMEP, concern was expressed by officers that some young migrants in need of ESL would be hesitant about approaching large formal educational institutions with central city venues such as those of AMES. Concern was also expressed about those young migrants who have ESL needs but who, for various reasons, do not approach ESL providers. Typically, this would be due to a combination of the frustrations engendered by limited English, failure at school, and unemployment, which are then expressed in alienation from traditional service providers and institutions and perhaps from their ethnic communities. Throughout the AMEP in recent years, there has been increasing emphasis on providing ESL courses in small, temporary, community venues as one means of making AMES more attractive to these groups.

The relevance and suitability of actual ESL provisions as seen by potential participants also affects participation. Among some cultural groups the fear of the adverse effects of contact outside the ethnic group precludes participation in those ESL classes where students come from a variety of ethnic backgrounds. In some cultural groups these factors limit particularly the participation of females. However, to these and other cultural groups, the fact that an ESL teacher can communicate in the students' language is a consideration facilitating participation. AMES noted their limited capacity to provide ethnic specific classes and bilingual ESL teachers through the community program. These concerns also have some relevance to ESL provisions in TAFE.

At a broader level, concern was expressed about the relevance of existing ESL provision and program arrangements to a particular group of young migrant adults. These were characterised as recently arrived, of limited or interrupted schooling, and with limited proficiency in English. Some are without family support. Some support both themselves and other family members, but wish to return to the education system to complete their schooling or subsequent education. Completion of schooling is perceived by such refugee and other migrant youth as critical in the path to professional, vocational and other higher education courses.

Concern about people in this group who are over school age was particularly marked among AMES administrators and teachers, as it is the AMEP which encounters such learners first. The adequacy of existing ESL provisions for learners of interrupted or limited schooling has also been questioned in relation to the ESL program directed to young migrants enrolled in schools.[13] AMEP courses, because of their brevity, can only provide initial ESL assistance to adult learners wishing to complete their schooling or other education. Broader educational needs are catered to through other educational provisions.

Concern for this group arises in two connections, appropriate placement and appropriate income support provisions. Because schooling has been interrupted or limited these migrants are of a post-school age. Nevertheless, to complete their education, placement in schools would appear to be appropriate. However, school teachers and school facilities are not equipped to provide for adult learners. At the same time, alternatives to schooling for adults in TAFE and elsewhere are extremely limited. Provision through TAFE would appear to be logical since TAFE has responsibility for education. However, TAFE does not have the facilities to provide general education of the type provided by schools. Although such facilities exist throughout the TAFE system, they are scattered between colleges and rarely concentrated in any one college. Most of these migrants are of an age where their contemporaries are self-supporting. Many do not have parental support and some are supporting siblings. Consequently, income support provisions are critical. Enrolment in schools precludes use of the unemployment benefit. The Secondary Allowance Scheme is directed at assisting low income parents to support their children through senior secondary school. Its provisions are restricted to Years 11 and 12, and by age, and do not provide full support. If special course provision were made available through TAFE, the lack of a suitable full-time allowance would still preclude the target group from participating.

AMES have responded to the needs of this group through limited special provisions. In Victoria, special courses were mounted in collaboration with TAFE to provide intensive ESL assistance in specific school subject areas. Such arrangements only provide initial assistance. Subsequent progress hinges on income support for full-time adult learners when they succeed in obtaining places in schools, TAFE colleges or other institutions. In South Australia, a special course was mounted in collaboration with TAFE under PEP provisions. This was not entirely satisfactory because eligibility for the transition allowance requires a four-month period of unemployment. Consequently, two components of the target group - recent arrivals and those inappropriately placed in schools due to age - were not met.

5.10.4 Knowledge of Programs

Unemployed young people's knowledge of their eligibility for programs and specific schemes may significantly affect their participation. This should not be the case with most participation programs, as it is the responsibility of CES to assess whether registrants are eligible for programs, and refer them appropriately. However, not all those eligible are registered, the processes within CES are capable of improvement, and those who are aware of their entitlement can press more effectively for access to various programs.

In other situations as well, knowledge can facilitate participation. Within CEP, for example, there is scope for sponsor employers to nominate job-seekers. Awareness of this can provide those eligible with an incentive to make themselves known to project sponsors, thereby enhancing their chances of participating in a project sponsored under the program. Similarly, while many CYSS projects advertise their presence, and receive referrals through local CES offices, the Institute's CYSS Projects Study (summarised in Table 5.10) indicates that other sources are more influential in attracting potential participants.

Table 5.10: Source of information about CYSS by country of birth (as a percentage)

Source of information	Australia	Overseas ES	Overseas NESB	Total
Referred	26	17	23	24
Friends/relatives	54	44	61	55
Newspaper	7	17	3	8
Other publicity	7	6	7	7
Walked in	6	17	7	8
Total	100	100	100	100
(N)	(70)	(18)	(31)	(119)

Source: CYSS Projects Study

A major group for whom knowledge is critical to the opportunity to participate in programs are those who, for a variety of reasons, do not register with CES. Their number is unknown, but all estimates suggest they are substantial. Knowledge may, of course, deter as well as facilitate participation. This has been underlined above with respect to migrants' negative perceptions about some programs and schemes. On balance, however, it is suggested that knowledge tends to enhance participation.

In this context, it is of concern that findings from various Institute studies indicate that those born in a non-English-speaking country are less likely to know about eligibility for programs than the Australian-born or migrants from English-speaking countries. Awareness of eligibility is highest among those who speak English well, and lowest among those with little English.

Analysis of the 1983 General Survey reported in Chapter Three, suggested that a far greater proportion of migrants from non-English-speaking countries, than Australian-born or migrants from English-speaking countries, were unaware of their eligibility to participate in labour market programs. It showed further that lack of awareness of eligibility increased significantly as English ability declined. The 1984 General Survey found greater knowledge of programs than did the 1983 General Survey, but with the same pattern of different levels of knowledge between the birthplace groups and levels of English ability. When youth unemployed for four or more months were asked whether they knew that they qualified for job training or subsidised employment through CSS, 81% of the Australian-born and 84% of those born in English-speaking countries replied in the affirmative. Positive responses of the group born in non-English-speaking countries ranged from 75% for those with little or no English language difficulty, to 59% for those with moderate English language ability and 35% for those with severe English language difficulty.

Two surveys conducted by the Institute of participants in the LATA, GTA and SYETP programs provided information about knowledge of a range of programs other than those in which the respondents were involved. Their responses, reported in Tables 5.11 and 5.12, demonstrate that generally those of non-English-speaking background were significantly less aware of the programs than were either Australian-born or migrant participants from English-speaking countries; the one exception related to CEP among LATA participants.

Table 5.11: Knowledge of programs among GTA participants (as a percentage)*

Program	Australian-born	ESB migrants	NESB migrants	Total
CYSS	82	62	41	64
CEP	45	53	38	45
SYETP	80	73	45	67
Total Number	(158)	(98)	(72)	(328)

Source: GTA and LATA Mail-out Survey
* multiple responses recorded

Table 5.12: Knowledge of programs among LATA participants (as a percentage)*

Program	Australian-born	ESB migrants	NESB migrants	Total
CYSS	50	63	30	50
CEP	35	64	43	50
SYETP	62	68	37	57
Total Number	(38)	(80)	(30)	(148)

Source: GTA and LATA Mail-out Survey
* multiple responses recorded

The SYETP study asked young people who had taken part in that Program whether they were aware of a number of other programs. With the exception of CYSS, which was known by 67% of respondents, knowledge of other programs was limited. The STWTP was known to 26%, and CEP to 25%, while 15% knew of GTA. There was relatively little difference in the level of knowledge of those programs between Australian-born, migrants from English-speaking countries and those from non-English-speaking countries. This result may reflect the fact that competence in English appears to be a crucial factor in acquisition of knowledge about programs, and that the respondent group included very few migrants with English language difficulties.

The one survey with a finding significantly different from the overall trend was that of out-of-trade apprentices. This showed that only half of unemployed apprentices were aware of assistance from SAP for which they were eligible. Those of non-English-speaking background had a higher level of awareness of this entitlement than did the Australian-born, but they similarly reported few difficulties with English.

The general correlation between knowledge of programs, birthplace and English ability is not surprising given that virtually all publicity from DEIR, CES and program providers is produced only in English. The Review found very few program providers who had publicised their activities in languages other than English or through ethnic and migrant community networks. Indeed, the problems faced by those of non-English-speaking background in obtaining information relevant to employment issues begin even before they become eligible for programs. The Institute's survey of schools careers education found that by far the most common form of information provided to school students and parents by employers, education authorities and other government agencies was print material available in English only. Only seven schools, or 3.6% of the national sample, organised careers information sessions specifically for migrant parents.

As a result of the dearth of information provided specifically for migrant individuals and groups, the level of knowledge about employment and training programs among ethnic communities consulted by the Institute was quite low. Of the 170 ethnic organisations consulted, just over half commented on the programs on which views were expressly sought: CYSS, SYTEP, STWTP, GTA and CEP. Of these organisations, the majority were not aware of the existence of more than three of the programs. The best known programs, recognised by approximately two-thirds of the organisations, were CYSS, CEP and SYETP, but detailed knowledge of them was low. Less than a quarter of the organisations which commented on CEP indicated a reasonable working knowledge of it, yet in-depth knowledge of this program was significantly better than of any other. At the other end of the scale, almost no organisations had a detailed knowledge of GTA.

The overall pattern of information dissemination is all too reminiscent of that reported in the Evaluation of post-arrival programs and services in mid-1982.

> While Commonwealth Government authorities have become increasingly active in developing information services to migrants and ethnic communities, considerable room for improvement remains. An over-reliance on the print media still continues and very little use is made of the electronic media. In addition, there is insufficient consultation with ethnic communities, inadequate tailoring of programs to suit linguistic and cultural requirements of ethnic communities, and effective evaluation is rare (p.166).

FOOTNOTES

1. Duration of unemployment

Data on persons unemployed by period of unemployment, age and birthplace for August 1984 was obtained from ABS. Table 1 below shows the number and proportion of youth unemployed by duration of unemployment based on the unpublished Labour Force Survey statistics provided by ABS.

Unemployed with English language difficulties

With respect to the number of unemployed youth with English language difficulties, analysis of special 1981 census data on matrix tape 46 revealed that 6.9% (2,536) of the total overseas-born unemployed youth, and 15.5% (2,508) of those of non-English-speaking background had English language difficulties (see Table 2). The figure of 15.5% on youth born in non-English-speaking countries is consistent with the finding from the 1983 General Survey that 14.9% of unemployed youth born in non-English-speaking countries had difficulties with spoken English.

Table 1: Unemployed youth (15-24 years), by duration of unemployment and birthplace, August 1984 ('000s)

Duration in weeks	Australia	Overseas		Total overseas	Grand total
		ESB	NESB		
under 17	105.9	14.1	10.0	24.0	129.9
17 and under 34	49.7	5.3	7.1	12.4	62.1
34 and under 39	12.8	1.4*	1.1*	2.7*	15.5
39 and over	67.1	7.1	7.2	14.2	81.3
Total	235.7	27.9	25.4	53.3	289.0
17 and over	129.6	13.9	15.5	29.2	158.9
	81.6%	8.7%	9.8%	18.4%	100.0%
		47.6%	53.1%	100.7%	-
34 and over	79.9	8.4	8.6	16.8	96.8
	82.5%	8.7%	8.9%	17.4%	99.9%
		50.0%	51.2%	101.2%	-

Source: Unpublished data from Labour Force Survey, August 1984, ABS
* Figures estimated from totals for Australia. These figures were not released by ABS as the numbers were considered too small and subject to sampling variability too high for most practical uses.

Table 2: Unemployed 15-24 year-olds with English language difficulties, by birthplace: 1981 Census

	Unemployed with English language difficulties No.	%	Total unemployed No.	%	Percentage with English language difficulties %
Grand total	3,073	100.0	196,125	0.0	1.6
Australian-born	537	17.5	159,327	-	0.3
Total overseas-born	2,536	82.5	36,798	100.0	6.9
ESB	28	0.9	20,609	0.9	0.1
NESB	2,508	81.6	16,189	98.9	15.5

Source: ABS Census 1981, matrix tape 46

The 1984 DEIR CES survey of job registrants indicated that 13.8% (30,071) of the total overseas-born and 22.4% (29,952) of registrants born in non-English-speaking countries had poor or no English language ability. This data was, however, not tabulated by age. Comparable 1981 census data on the unemployed aged 15 years and over with English difficulties are 13.7% (15,507) for the total overseas-born and 24.2% (15,444) for those of non-English-speaking background. Table 3 presents the proportions of unemployed persons with English language difficulties from these different data sources.

Table 3: Proportion of unemployed persons with English difficulties, by age

	15-24 years		All persons over 15 years	
Birthplace	1981 Census	1983 General Survey	1981 Census	1984 CES
NESB	15.5	14.9	24.2	22.4
ESB	0.1	-	0.1	0.004
Overseas	6.9	-	13.7	13.8
Australia	0.3	-	0.4	-
Total	1.6	-	4.2	-

Source: 1981 Population Census, 1983 General Survey, and DEIR Survey of Characteristics of Migrants Registered With Commonwealth Employment Service, 1984

2. Hidden unemployment

The 'hidden unemployed' can be broadly defined as persons who are not actively seeking work but who would be seeking work in more favourable economic conditions. In the ABS definition, active job-seeking includes a number of different activities but does not include, for example, the process of checking job vacancy advertisements in cases where no further action is taken because no suitable vacancy is found.

There are, therefore, a large number of unemployed people who, because their job-seeking strategies do not conform to the ABS list of allowable activities, are not classified as unemployed.

From time to time estimates are made of these hidden unemployed, and currently there is some agreement that the figure may be as high as the number officially recorded as unemployed.

The composition of the hidden unemployed is not clear. However, in September 1983 it was estimated that females, and people aged over 55, were particularly highly represented. No figures were available for migrants, although it appears that levels of hidden unemployment are likely to be particularly high for groups with low labour force participation rates. Overseas-born teenagers are one such group (see Chapter One, Table 1.3).

Accordingly, by combining hidden with official unemployment statistics, it is likely that overseas-born would increase their share of total unemployment. The implication for our assessment of program participation is clear. The presently identified under-representation of migrant youth on Commonwealth programs, compared to Australian-born youth, would be emphasised.

3. Calculated from ABS 1981 census data.

4. Ibid.

5. Department of Employment and Industrial Relations (1984c).

6. Caldwell, R.; Woodhouse, T. and Kerr, I. (1984).

7. Williams, T. et al (1980).

8. In June 1984, the Institute contacted 2,430 people in all states who had been accepted on either GTA or LATA over the period July 1983 to April 1984. Contact was made by mail through DEIR. The survey instrument was a 41-item questionnaire which sought to gather information on training course participants including country of birth, date of arrival in Australia, educational background, work experience and utilisation of the programs.

9. In New South Wales, data was made available for 1,200 participants in some AMES courses. These were all students in classroom courses at two major centres, Caltex House and Endeavour Migrant Centre, over a four-month period (July-October 1984), and at two or three other centres over a one-month period (October 1984). Of these 1,200 participants, 25% were aged 16 to 24 years. In Victoria, data was made available for 2,873 participants in all classroom programs in one major centre, Myer House, over a ten-month period (January-October 1984). Of these 2,873 participants, 25.8% were aged 16 to 24 years. In South Australia, data was provided on 1,267 participants representing between 80% and 90% of participants in all classroom courses in all South Australian AMES centres over the period 1 July to 12 November 1984. However, the data had not at that point been verified. Of the 1,267 participants, 23% were aged 16 to 24 years.

   With all its limitations this data does provide some indication of the involvement by young migrants in AMEP classroom courses. Classroom courses are the major focus of program activity accounting in 1983/84 for 80% of the estimated 120,000 enrolments in AMEP. Program administrators believed that youth participation would be greater in these courses than in other activities such as community classes, courses in the workplace or the home tutor scheme.

10. Urban and Environmental Planning Group (1984).

11. Commonwealth Tertiary Education Commission (1984) Vol.1, part 5, p.105.

12. Freeland, J. (1984), p.22.

13. Campbell, W.J. and McMeniman, M. (1984).

The main theme of the preceding chapters has been that young migrants, including refugees, are at a disproportionate risk of becoming and remaining unemployed, and experience a number of needs, that if unmet, may affect their capacity to find employment. As outlined in Chapter Three, these needs are of two kinds:

- general needs - those shared with the Australian-born also at risk in the labour market - in particular, for work experience and the acquisition of vocational skills
- needs specific to them as migrants - in particular, for English language competence and knowledge of the Australian labour market.

It remains to examine how far the Commonwealth employment and training programs, also discussed earlier, are meeting these needs. However, the fact that migrants share a number of general needs, requires an assessment of the effectiveness of the programs for all youth, regardless of birthplace. Attention is also given to how they meet those needs specific to migrants.

As a number of programs share the same basic character, primary attention is given to the main ones. These are considered in three categories: first, the employment-based programs, namely the Special Youth Employment Training Program (SYETP) and the Community Employment Program (CEP); second, the Community Youth Support Scheme (CYSS); and third, the education courses attracting the transition allowance (formerly Transition Education now under the Participation and Equity Program). Because of its importance to post-school prospects, careers education in schools is also examined. Programs which are relatively small, as in the case of the Volunteer Youth Program (VYP) and Community Youth Special Projects (CYSP), or both small and not specifically for youth, as in the case of General Training Assistance (GTA), Labour Adjustment Training Arrangements (LATA) and Special Needs Job-seekers (SNJ), are not examined here.

On one measure of program suitability, participants' own assessment, the evidence is very positive. In general, young migrants who had participated in programs reported to the Review that they had learnt new skills and felt better prepared than previously to find jobs. This optimism, however, was not necessarily borne out by subsequent success in finding employment. It is also necessary, therefore, to look at the purposes programs are designed to achieve and how they actually function.

In the case of the main employment-based programs, SYETP and CEP, it appears their effectiveness in enhancing the employment prospects of participants is constrained by narrowly defined objectives. They focus on providing short-term jobs and work experience to young unemployed - many of whom already have work experience. They make little provision for participants to be trained in vocational skills or to overcome a lack of basic skills such as English competence.

The objectives of the Community Youth Support Scheme are also an issue of concern, but in a different sense to those of the employment-based programs. CYSS is defined both as an employment-oriented program and as one helping youth to cope with problems arising from not having employment. It sits uneasily between the two. With respect to meeting the specific needs of migrant youth, the evidence indicates that the Scheme's potential contribution is held back by the structure of funding and the lack of appropriate opportunities for staff training.

Inadequate provision for staff development also affects the functioning of the major education programs. Program guidelines, and staff, acknowledge that there is a range of special needs pertaining to the language skills, level of knowledge and kinds of expectations of some overseas-born participants and their parents, but relatively few resources are devoted to meeting them. General preparation of staff for their responsibilities is also unsatisfactory.

6.1 THE EMPLOYMENT-BASED PROGRAMS

The main objectives offered by participation in the two major employment-based schemes, SYETP and CEP, are to provide the unemployed with:

- a period of temporary employment, with associated financial and personal benefits for the job's duration
- a period of work experience, with the prospect of acquiring skills and an employment record attractive to employers by the end of the subsidy period.

Achieving the first objective, simply to be employed for a short period, is essentially a function of access to the programs, which has been discussed in the preceding chapter. The focus here is on the suitability of programs to improving the subsequent employment prospects of participating overseas-born youth.

6.1.1 The Special Youth Employment Training Program (SYETP)

The central rationale of the Special Youth Employment Training Program has been to provide job-based opportunities so as to make participants more employable. Since the Program's introduction the means to achieve this objective has substantially changed, with a move away from training towards an almost exclusive emphasis on 'work experience'. At present, only the far smaller programs of GTA and SNJ provide subsidies to employers with the requirement that some measure of training be offered, though the extent to which the requirement is realised in practice varies greatly.

The initial aim for SYETP in 1976 was 'to provide training in a wide range of jobs in both commerce and industry'. In 1977, training and related work experience received equal emphasis. In June 1984, the Department of Employment and Industrial Relations (DEIR) dropped the reference to training from the program objectives, so that they became 'to assist unemployed young people secure work experience and a firm foothold in the labour market'. An internal explanatory note advised that 'the statement of objectives for SYETP has been revised to make it clear that it is a work experience program as distinct from a skills training program designed to gain access to stable employment for participants'.

The 'Training Agreement' previously required of an employer has been replaced by a 'Subsidy Agreement'. The CES Manual now describes participants as 'subsidised employees', and makes it clear that training is an incidental bonus rather than an essential objective.

> To the extent that the individual may also receive some training this will be achieved through experience related to a specific job and result in acquisition of basic competence and, depending on the job in question, the beginning of some specific skill. In general terms, because of the type of vacancies in which young people are likely to be placed, it is not expected nor required that the general level of skill acquisition will be very high.[1]

The dropping of training from the objectives simply brought them into line with what had been the main function of the Program - to subsidise employment. Throughout the Program's history, its effectiveness in securing training has been of continuing concern. A Departmental evaluation of SYETP in 1980 concluded that the benefits of on-the-job training were not being realised, partly because of the lack of expert and detailed attention to Training Agreements and their implementation. It noted, among other things, that 'little was done to assist employers with the drafting of the training plan or sufficient attention paid to subsequent monitoring. Moreover, only 41% of those employers who compared SYETP placements unfavourably with normal recruits had provided extra training and the long-term retention rates for this group (40%) was greater than the 33% for those who did not.'[2]

A 1983 'efficiency audit' of SYETP by the Auditor-General strongly criticised the CES monitoring and the amount of training employers provided. The heavy emphasis on work experience was described as 'inconsistent with the Ministerially declared objectives of the program'.[3] The Auditor-General was also unconvinced that the program was sufficiently concerned with participants acquiring skills and experience which were readily transferable and acceptable to other employers.

> No guidelines have been provided to CES staff in order to assist them in identifying skills which are transferable between industries and employers. Staff accept all vacancies except those ineligible on the basis of provisions in the CES manual. There is no specific eligibility requirement that a vacancy is to assist the SYETP employee to gain transferable skills.[4]

The Institute's survey of former ex-SYETP participants supports the view that the program operates essentially as a form of subsidised employment, and that generally little training is provided beyond that required to perform specific jobs. The Review found, that in the majority of cases, Commonwealth Employment Service (CES) monitoring of placements and Training Agreements was very limited, usually done over the phone, and with little record kept of actual work experience and training. In the study of CES offices, no supervisory visits were made in the case of 64% of Standard SYETP placements and 57% of Extended SYETP placements. Where visits occurred, each placement received an average of one to two visits. Since the study, CES monitoring responsibilities have been further reduced.

The relatively low level of training associated with SYETP is indicated in Table 6.1, which reports on how participants learned to do the work in which they were placed. For those placed with private employers, the most common learning method was through doing the work itself - participants learnt their skills as they went along. In 8% of placements, the work was considered too simple to require any training. Responses across birthplace groups were similar, although among placements of non-English-speaking background, supervision was marginally higher, and a higher proportion of training was in special classes. In Commonwealth/State placements, the main method of training was through the supervisor or workmates, and fewer participants were left to learn about the job by themselves, or felt that no learning was required.

Table 6.1: Percentage distribution of method of learning skills, by type of SYETP Program*

	Standard/Extended				Commonwealth/State			
	Aust-born	ESB migrants	NESB migrants	Total	Aust-born	ESB migrants	NESB migrants	Total
Picked up	43	46	41	43	42	27	35	36
Workmate	39	32	40	37	46	27	45	42
Supervisor	30	31	33	31	38	46	60	47
Special classes	1	1	4	1	-	-	5	2
Already exper.	20	24	12	19	13	36	5	15
Work is simple	9	8	7	8	8	-	-	4
(N)	(378)	(209)	(179)	(766)	(24)	(11)	(20)	(55)

Source: Mail-out Survey of SYETP participants
* multiple responses recorded

A key purpose of SYETP is to provide work experience, but clearly many participants had already had a period of work experience prior to placement in the Program. Nearly 20% of Standard/Extended participants, and 15% of Commonwealth/State participants, were already experienced in the work required.

While little formal instruction appears to have taken place, the overwhelming majority of participants felt that they had benefited from the Program. Table 6.2 records the benefits participants believed they gained from undertaking SYETP employment. Across both public and private sector SYETP placements, as well as birthplace groups, the gains made from participation were similarly ranked: experience first; then skills; confidence; a clearer idea of work they would like to do in the future; and lastly, having acquired a record of steady employment. Commonwealth/State SYETP participants were more positive about their placements than those placed with private employers, though a slightly higher proportion also reported that there had been nothing to learn in their placements.

A number of evaluations have found that SYETP's success in helping young people establish themselves in the labour force, beyond the placement period, is mixed. In its submission to the Committee of Inquiry into Labour Market Programs, the Bureau of Labour Market Research (BLMR) reported that the main benefit provided to participants in programs such as SYETP, in terms of securing employment, was that they might be retained by employers after the subsidy expired.

> No other benefits flowing from the programs were identified. Although these are preliminary results, they are the source of some concern as they indicate no discernible training or work experience benefits flowing from the programs to non-retained participants. Furthermore, those retained are likely to be those the employer reported would have been hired anyway. Thus the gains from retention could well be illusory.

Table 6.2: Skills believed gained from SYETP employment (as a percentage)*

	Standard/Extended				Commonwealth/State			
	Aust-born	ESB migrants	NESB migrants	Total	Aust-born	ESB migrants	NESB migrants	Total
Nothing at all	9	9	7	9	13	-	15	11
Work skills	66	65	65	65	71	73	80	75
Work experience	76	78	72	76	88	100	85	89
Record of steady employment	48	50	42	50	46	30	50	44
Confidence	63	65	61	63	71	90	70	74
Clearer idea of future work	55	54	57	55	58	70	60	61
(N)	(380)	(212)	(181)	(693)	(24)	(10)	(20)	(54)

Source: Mail-out Survey of SYETP participants
* multiple responses recorded

The Institute's research supports the conclusion that SYETP appears to have no major impact in improving employment prospects. As Table 6.A1 shows, substantially more former participants are unemployed than employed in the case of:

- those placed on Standard and Extended SYETP with private employers, and those placed with Commonwealth and State bodies
- those who left their Standard/Extended SYETP placement prior to the end of the subsidy period, and those who left after it expired
- both males and females on Standard/Extended SYETP
- both Australian- and overseas-born participants on Standard and Extended SYETP.

The three exceptions to this pattern all occur within placements under Commonwealth/State SYETP. First, those who did not complete their placements were more often employed than unemployed. Second, twice as many women were employed than were unemployed - the record for males is far worse. Third, more of those participants born in non-English-speaking countries were employed than were unemployed.

Altogether, just over one-third of the respondents were employed at the time of the Institute's survey. For those who were unemployed, the average length of unemployment was 17.4 weeks, sufficient to make most of them eligible for another SYETP placement. The average unemployment period subsequent to SYETP placement, of those of non-English-speaking background, was significantly longer than that of other participants: 20 weeks, compared with 17 weeks for the Australian-born, and 16.2 weeks for those from English-speaking countries.

The data also indicates that Extended SYETP participants did not achieve better employment prospects than those who had been on Standard SYETP. DEIR suggested to the Committee of Inquiry into Labour Market Programs, with respect to Extended SYETP, that it was 'questionable whether the current length of subsidy period is needed, in most cases, to provide the individual with the re-introduction to full time work necessary for re-establishment in employment. Analysis of post-program employment status suggests that if the subsidy period for present participants were reduced from eight to six months the outcomes in terms of acquisition of full time employment would be only marginally less favourable.'[5]

The comparative lack of success by those on Extended SYETP may, however, simply be because they are a more severely disadvantaged group, as reflected in the longer period of unemployment which made them eligible for Extended SYETP placement. The original rationale for the longer period of subsidy was to secure a balance between the participation of teenagers and older youth, and short- and long-term unemployed. These aims may, however, be adequately served by changes introduced in July 1984, setting subsidies on an age-based scale, and targetting the program towards the long-term unemployed.

While SYETP's basic purpose is to increase participants' competitiveness in finding employment, rather than to create jobs, one hoped-for side benefit was that employers would retain placements beyond the subsidy period. Recently this hope has been made explicit with the requirement that employers agree to use their best endeavours to retain participants at the completion of subsidy.

Table 6.3 shows the period of employment on SYETP, and beyond the subsidy period with the same employer, for those surveyed by the Institute, and makes clear that:

- 38.5% of participants on Standard and Extended completed less than 17 weeks, the maximum Standard subsidy period; 65.5% of Extended SYETP participants completed less than their full subsidy period of 34 weeks
- 19.1% on Standard, and 9.9% on Extended, completed the period of subsidy
- 42.5% of Standard placements, and 23.1% of Extended placements, were retained beyond the subsidy period; however, for both groups, fewer than 2% were retained by the employer a year after the placement began
- the average length of employment was a little over 20 weeks for Standard, and 24 weeks for Extended, SYETP participants.

Table 6.3: Weeks in employment with SYETP employer (as a percentage)

	Standard				Extended			
Weeks	Aust-born	ESB migrants	NESB migrants	Total	Aust-born	ESB migrants	NESB migrants	Total
1-8	23	13	19	19	18	24	17	19
9-16	22	18	18	20	10	17	25	16
17	13	25	24	19	5	10	6	7
18-25	12	16	11	13	17	12	6	13
26-33	8	15	9	10	16	9	6	11
34	2	-	3	2	10	7	14	10
35-42	9	6	10	8	17	12	15	15
43-52	11	8	4	9	6	10	6	7
53+	2	-	1	1	2	-		1
Total	100	100	100	100	100	100	100	100
(N)	(199)	(124)	(90)	(413)	(101)	(59)	(52)	(212)
Average no. of weeks employed	21.6	20.9	23.1	21.7	25.0	23.8	22.0	24.0

Source: Mail-out Survey of SYETP participants

To obtain further data as to whether the Program advanced employment prospects, the employment status of the participant group was compared with a group of youth from the 1984 General Survey who had not been on a program. While the two groups were not identical in all characteristics, they both shared SYETP eligibility. The non-participants were a group of 135 youth aged between 15 and 25 years, unemployed between June and November 1983, whose employment status was ascertained as at May 1984.

Table 6.4: Relative outcome of SYETP placements compared to non-placements (as a percentage)

	SYETP Mail-out Survey				1984 General Survey			
	Emp	Unemp	FT study	Other NLF	Emp	Unemp	FT study	Other NLF
By sex								
Male	37	58	3	3	46	49	1	4
Female	36	58	2	5	26	68	5	-
Persons	36	58	4	2	38	57	5	1
By birthplace								
Australia	34	57	3	5	42	56	-	2
Overseas	38	58	1	2	35	58	1	6
(N)	(169)	(268)	(17)	(10)	(51)	(77)	(6)	(1)

Source: Mail-out Survey of SYETP participants and 1984 General Survey

As Table 6.4 indicates, a comparison of the two groups shows no convincing benefits in terms of higher employment or lower unemployment rates associated with SYETP placement. To the extent that differences may be attributable to SYETP, the employment situation of female participants was significantly better than that of the comparable group of non-participants, while for males SYETP participation appears not to have enhanced job chances to the same extent. Overseas-born SYETP placements were marginally better off in their employment rate than were migrants who did not participate; the reverse was the case for the Australian-born.

6.1.2 Community Employment Program

CEP, like its predecessor the Wage Pause Program, was introduced essentially to provide temporary employment for the longer term unemployed. The guidelines for the project sponsors provide that:

- 'projects should provide worthwhile work experience and/or training opportunities to enable participants to obtain further employment' (these are not, however, essential criteria for project approval)
- 'consideration will be given to the degree to which projects are designed to meet the needs of special groups' and that 'projects should provide employment for those suffering from social or/and other disadvantages which increase their difficulties in the labour market' including migrants with English language difficulties (sponsors, however, are not obliged to take measures to assist participants overcome their particular difficulties)

- sponsors are encouraged to offer training as well, but such provision is optional.[6]

In CEP's first year 84% of project sponsors reported providing training, ranging from 93% of CYSS Centre sponsors, to 73% of sponsors drawn from non-government welfare agencies. Training details were not available through official program data, and this area was explored in the Institute's surveys of the CEP project sponsors and participants in Fairfield and Sunshine. Altogether, the small number of respondents of non-English-speaking background means that findings from the surveys have to be taken as indicative.

The main reasons given by CEP participants for their difficulties in finding employment are summarised in Table 6.5. Lack of employment-related skills and education was seen by many participants, particularly younger ones, as adversely affecting their chances of finding employment before they were placed on CEP. Participants aged over 25 mentioned the absence of suitable job vacancies as being an impediment to employment more frequently than they did any other reason. By contrast, a perceived lack of work experience was rated far more highly by younger people, particularly overseas-born of non-English-speaking background. Younger people generally mentioned this lack more often than they did an unavailability of the sort of work they sought. Lack of skills and education was mentioned only slightly less frequently by the young than lack of vacancies, whereas for the older group the gap was far greater.

Table 6.5: Percentage distribution of major reasons why unable to find work*

	15-24		25+		Total	
	Aust-born	NESB migrants	Aust-born	NESB migrants	Aust-born	NESB migrants
Language difficulties	2	24	2	38	2	32
Racial difficulties	2	18	-	23	1	21
No vacancies	56	53	54	66	55	61
Lacked skills/education	41	50	41	39	41	43
Insufficient work experience	57	77	37	34	48	50
Too young	20	21	2	2	12	8
Too old	37	21	54	33	45	28
Travel/transport	26	21	24	17	25	18
(N)	(54)	(34)	(46)	(64)	(100)	(98)

Source: CEP Regional Surveys
* respondents answered 'yes/no' to each category

Comparing the responses of males and females within the younger age group, the data reported in Appendix Table 6.A2 shows relatively little gender difference within each birthplace group, although two major differences are evident.

- A belief that discrimination has affected their job chances was stronger among males of non-English-speaking background (27.3%) than females (13.0%).

- The majority (60%) of Australian-born young females believed they were 'too old' for the jobs they were seeking, as did 26.1% of the females of non-English-speaking background; males in both groups were more optimistic about how their age matched their aspirations.

Work experience, as Table 6.6 shows, was by far the most common benefit which both older and younger participants expected to gain before commencing their CEP placements, and was mentioned far more often by the younger respondents than the older ones. Training and skills acquisition was the second most important expectation of the 15 to 24-year-olds, but was mentioned less frequently than a number of other expectations held by the older group. Eight per cent of CEP participants (8.8% of the younger group and 7.6% of the over 25 group) expected their English to be improved through a CEP job.

Table 6.6: Percentage distribution of expectations of CEP job benefits*

	15-24		25+		Total	
	Aust-born	NESB migrants	Aust-born	NESB migrants	Aust-born	NESB migrants
Financial security	22	24	39	33	30	30
Work experience	80	88	35	46	59	60
Permanent employment	22	12	30	18	26	16
Training/skills	37	32	26	14	32	20
Improved English	-	9	-	8	-	8
Confidence	13	3	7	5	10	4
Satisfaction	7	15	33	23	19	20
Meeting people	7	12	7	9	7	10
Other	13	12	15	26	14	21
Not much/nothing	-	-	4	3	2	2
(N)	(54)	(34)	(46)	(66)	(100)	(100)

Source: CEP Regional Surveys
* Respondents gave up to three answers

Within the youth group, females from non-English-speaking backgrounds almost universally believed that they would gain work experience (96%). Australian-born females and males also pointed to the benefit of work experience, although to a lesser extent (between 73-83%). In terms of training skills, a higher percentage of females felt that they would benefit from CEP than males. The results ranged from 40% for Australian females to 27% for males from non-English-speaking backgrounds (Appendix Table 6.A3).

CEP sponsors' views of the Program's primary objectives stressed the creation of employment for the long-term unemployed (47%) rather than the provision of work experience (6%). Fewer than one-third (28%) saw the primary objective as providing participants with skills and training that would increase employment prospects - a proportion roughly equivalent to that of the participants expecting to benefit in this way.

Virtually all sponsors (97%) reported that participants had received on-the-job supervision, and a considerable majority that participants had learnt their job by watching fellow workers (88%) and learning by themselves (84%). Off-the-job training was said to have been included in 60% of projects.

From the participants' perspective, as Table 6.7 shows, the younger CEP placements were far less likely than the older ones to report there was nothing to learn in their jobs, and were also far more likely than the older group to have been instructed by supervisors and fellow workers. These figures also indicate that 43% of participants had done the work before and thus already had an amount of work experience. For these groups an additional finding is that the young (15 to 24) of non-English-speaking background have less work experience prior to joining the Program than do young Australian-born, and considerably less than the overall average.

Table 6.7: Percentage distribution of method of learning job*

	15-24		25+		Total	
	Aust-born	NESB migrants	Aust-born	NESB migrants	Aust-born	NESB migrants
Nothing to learn	6	12	26	28	15	22
General knowledge	2	3	4	3	3	3
Picked up	7	6	6	2	7	3
Done work before	33	27	54	52	43	43
Watched fellow workers	41	21	19	25	31	23
Instruction (fellow workers)	50	35	26	20	39	25
Instruction (supervisor)	67	74	43	45	56	55
Instruction (formal classes)	17	18	13	15	15	16
Other	2	-	2	3	2	2
(N)	(54)	(34)	(46)	(65)	(100)	(99)

Source: CEP Regional Surveys
* respondents gave up to three answers

Within the young group, instruction by supervisors was by far the most commonly reported manner of learning a job, especially among the males of non-English-speaking background. Australian-born youth were far more likely to report instruction from fellow workers, and by observing fellow workers, than were migrants from non-English-speaking countries. None of the males of non-English- speaking background received instruction in formal classes, but females from this group reported it most frequently among the four groups. Males, especially those of non-English-speaking background, were significantly more likely to be employed in jobs in which they felt there was nothing to learn, but of all groups these males were least likely to do work they had previously done.

In spite of the variety of methods by which jobs were learnt, the majority of participants reported that they had learnt new skills. As Table 6.8 shows, there were striking differences in learning between the age groups, and consistency within each age group when the birthplaces are examined. The percentage of young people who reported learning new skills was high for males and females in both birthplace groups, with Australian-born females reporting particularly positive results in this respect.

Table 6.8: Percentage distribution of whether new skills acquired

	15-24		25+		Total	
	Aust-born	NESB migrants	Aust-born	NESB migrants	Aust-born	NESB migrants
Yes	93	91	65	64	80	73
No	7	9	35	36	20	27
Total	100	100	100	100	100	100
(N)	(54)	(34)	(46)	(66)	(100)	(100)

Source: CEP Regional Surveys

With respect to sponsors' views as to the benefits for CEP participants, just over half believed that their employees had benefited by learning new skills. The same proportion (56%) mentioned increased self-esteem, confidence and personal satisfaction as benefits accruing to participants, while 44% saw the work experience as beneficial. Far fewer spoke of the financial benefit (19%), increase in work motivation (13%), and giving a sense of responsibility (13%).

While the great majority of CEP participants reported having gained new skills, this ranked rather low among the most important benefits they saw arising from their period of employment, as Table 6.9 shows.

Table 6.9: Percentage distribution of most important perceived benefits of CEP*

	15-24		25+		Total	
	Aust-born	NESB migrants	Aust-born	NESB migrants	Aust-born	NESB migrants
Work experience	43	61	26	28	35	39
Skills acquisition	39	30	22	9	31	16
Meeting people	22	27	15	14	19	18
Confidence	20	27	13	20	17	22
Financial security	33	18	41	43	37	35
Psychological	43	24	45	45	44	38
Chance of future employment	4	-	2	11	3	7
Community involvement	-	-	11	6	5	4
Improved English	-	6	-	5	-	5
Other	6	9	20	6	12	7
No benefit	2	-	2	2	2	1
(N)	(54)	(33)	(46)	(65)	(100)	(98)

Source: CEP Regional Surveys
* respondents gave up to three answers

Among the younger participants (15 to 24-year-old), perceived gains from CEP participation largely mirrored their expectations noted earlier - must gained work experience, first and foremost, and skills second. Females tended to be more positive of gains than males: for example, while 68% of migrant females of a non-English-speaking background believed they had gained work experience, the percentage for migrant males from the same group was only 46.%. Generally, work experience benefits were recorded twice as frequently as skills.

Although few participants in either age group mentioned improved prospects of future employment as a major benefit, most regarded themselves as better placed to find work after their CEP employment. Particularly striking in this regard is how young participants of non-English-speaking background saw their chances (Table 6.10).

Table 6.10: Percentage distribution of chance of finding work: perceived as better, or same as, before employed on CEP

	15-24		25+		Total	
	Aust-born	NESB migrants	Aust-born	NESB migrants	Aust-born	NESB migrants
Better	77	90	60	68	69	76
About the same	19	10	41	32	29	24
Worse	4	-	-	-	2	-
Number	48	30	42	60	90	90

Source: CEP Regional Surveys

The belief that their job prospects had improved was strongly shared by both males and females of non-English-speaking background, more so than was reported by their Australian-born peers (Appendix Table 6.A5).

Sponsors were more optimistic than the participants, generally considering that CEP employment would enhance subsequent job prospects (88%), with only 3% believing participants' prospects had not improved, and the remainder saying they did not know.

Although migrants with English language difficulties are a priority group for CEP employment, their representation in the Program does not reflect this. Within the sample of CEP participants only 21 respondents reported speaking English with difficulty or hardly at all. Their average length of unemployment was nearly 2 years (22.1 months) prior to CEP employment, compared with 13.6 and 13.8 months unemployment for others of non-English-speaking background and the Australian-born respectively. Not surprisingly, a far greater proportion of those with English difficulties considered their chances of finding a job prior to the CEP job as 'poor' or 'very poor' - 70% compared with 55% of all CEP participants. Of the 21 with little English, 12 said that steps were taken by themselves or their employer to improve their English. Only for six participants (all of them aged over 25) did this involve undertaking English courses. Others mentioned reading and talking with friends, supervisors and employers as steps undertaken to improve their English. All 12 believed the steps which had been taken were in fact helpful in improving their English language skills, and all but one said their improvement would assist in getting a job in the future. Of fourteen sponsors who reported employing participants with English language difficulties, four said that participants were given time off work to attend English courses.

The Bureau of Labour Market Research is currently undertaking a review of the CEP. One issue which the Institute was unable to assess at this stage from its study has been the extent to which sponsors attempted to utilise and promote the particular skills of migrants, either in terms of cultural sensitivity and/or community language skills and any job creation outcomes this might provide. There is a need for the BLMR to collect and assess data on projects providing new opportunities for migrants to use their skills in the community.

6.1.3 Conclusion

This examination of the two major employment-based schemes indicates that while these schemes are seen as useful by participants, their virtues in terms of increasing employability are less evident. The absence of a clear and effective training component appears to be one major factor in limiting their value. Data collected on the outcomes of participants in GTA (see Appendix Table 6.A6) is not adequate to show how far a formal training component is more effective, as the numbers of young people successfully completing formal programs is too small to allow detailed analysis. However, the issue of a training component in work-based programs is further examined in Chapter Seven.

6.2 THE COMMUNITY YOUTH SUPPORT SCHEME (CYSS)

Of all the labour market programs, the role of the Community Youth Support Scheme is the most difficult to define with precision. It is a means of funding community groups to assist unemployed young people. The forms that assistance takes, and the specific purposes to which it is directed, vary widely.

A large measure of flexibility in implementation has always been a deliberate feature of CYSS. The possibility of widely divergent perceptions and interpretations of the role of CYSS was inherent from its first guidelines, issued in 1976, in which the aims of the Scheme were described as 'to improve the ability of unemployed youth to apply for jobs and obtain employment, to keep them oriented to work and to help maintain them with a sense of direction and purpose'.[7] Though stressing that 'orientation towards employment must be apparent in all programs', the guidelines made it clear that this could be interpreted very broadly. As well as examples of activities explicitly described as 'employment oriented', a wide range of other permissible activities was listed under the headings 'community service' and 'hobby and interest expanding'. The inclusion of such activities, and the objective of maintaining 'direction and purpose', suggested some uncertainty about the status of CYSS as an employment scheme, at least in any conventional sense of the concept. This impression was heightened by its appearance in the Budget Statements as a 'social security and welfare program', providing 'unemployment relief', far removed from those programs outlined in the section headed 'Labour and Employment'. Instead of a distinctive role of its own, CYSS was described in part by reference to other schemes. The guidelines explained that the Scheme 'complements other Government actions already taken to increase employment and training opportunities for young people'.

The role of CYSS as a scheme to fill the gap left by other programs is also conveyed by the present (1982) guidelines, which state that when considering applications for CYSS funds, State Advisory Committees take account of:

> the relative availability of complementary facilities for training, recreation and support of unemployed young people, including the extent of overlap with activities under the Education Program for Unemployed Youth (EPUY) or the School to Work Transition Program.[8]

There have been some changes in guidelines since 1976, intended to clarify the scope of activities projects should undertake. These have been either rather general or have taken the form of proscribing certain activities rather than prescribing what was required. Thus the scope for great diversity remains under the present guidelines, the fourth the Scheme has had in the short period since its introduction. The stated objective of the Scheme, and the suggested activities, highlight its dual purpose as helping youth to prepare for work, and to cope with unemployment.

> Its objective is to encourage communities to assist local unemployed young people to develop their capacity for obtaining and retaining employment, and also to become more self reliant during periods of unemployment.[9]

The guidelines for project sponsors describe CYSS as a 'manpower program' with 'particular emphasis...placed on activities positively linked to employment'. Even recreation activities are intended to be subject to this constraint, being permitted only if they 'contribute to achieving the manpower objectives of the Scheme'. Despite these clear indications, Budget Statements continue to describe CYSS under the heading of 'unemployment relief'.

Within the wide range of permissible activities, Local Management Committees are given considerable autonomy in determining priorities - 'the emphasis placed on any particular activity will depend on the Local Management Committee's view of the training and personal development needs of the local unemployed young people'.[10] In practice, the emphasis placed on activities by CYSS projects is determined not only by what Committees and project staff see as the young people's needs, but also by how the local youth see them. Most projects visited for the Review expressed their strong desire to respond to the interests and demands of participants, and some had surveyed the views of potential participants, for example, at local CES offices. However, this data provides limited guidance as to what projects 'should' do, as there are quite varied expectations and interests among the eligible groups.

Table 6.11 shows the main reasons for attending CYSS given by participants interviewed for the Review. While a range of reasons were given by both Australian- and overseas-born youth, differences are noteworthy. The learning of skills was far more frequently mentioned by those born in non-English-speaking countries compared with their counterparts of other origins. 'Something to do' rated far fewer mentions among those of a non-English-speaking background.

In all the CYSS projects, staff and management committee members expressed concern that it was often difficult to clearly identify needs and find appropriate ways to respond. Many projects did not operate towards any specified objectives other than that of 'providing support for the unemployed', and making decisions about appropriate activities, mostly on a 'trial and error' basis. Often, projects found it necessary to alter planned programs if the target group stayed away because what was offered did not appeal. This had

Table 6.11: Percentage distribution of participants' main reasons for attending CYSS, by birthplace group*

Reason	Australian-born	ESB migrants	NESB migrants	Total
Meet people	71	39	77	68
Something to do	74	82	38	64
Find work	9	33	6	11
Get work experience	8	11		6
Learn skills	58	56	85	64
Study subject of interest	3	-	18	6
Financial support	4	-	-	2
(N)	(80)	(18)	(34)	(132)

Source: CYSS Projects Study
* respondents gave up to three answers

a frustrating effect on attempts to modify the range of a project's activities. Some Project Officers said they were discouraged from experimenting by previous experiences of trying to acquire equipment for courses in which interest was expressed, and then finding they had lost the interested participants by the time the equipment was finally obtained. On the other hand, positive aspects of repeating courses which had attracted many participants in the past were emphasised by a number of Project Officers. This was said to lead to 'specialisation' of projects which allowed them to develop expertise and establish a reputation for running specific courses.

Most of those interviewed for the Review, including participants, Project Officers, local management committee members and DEIR Field Officers, recognised that different CYSS projects and activities appealed to different kinds of people. Any change in the types of activity offered by a centre produced a change of clientele. Although in most cases the choice of participation in activities was left to participants, there were a few Project Officers who actively discouraged some from attending if it was felt that their behaviour was disruptive, or if all attempts to involve them in activities had failed.

Projects visited by the Review all undertook a combination of activities, but the resources devoted to each varied so greatly as to give quite distinct profiles to individual centres. Some were strongly employment-oriented, conducting structured courses in skills such as typing, welding or catering; providing work experience by establishing work pools; and helping participants learn about applying for jobs. A number of these projects used TAFE premises and/or tutors for conducting structured courses. Some of them awarded certificates to participants who completed courses, or achieved particular levels of competence.

Other projects emphasised the role of CYSS in supporting young unemployed, through activities which aimed to develop participants' confidence, self-reliance and motivation by providing advice and counselling, conducting recreational activities, or just by providing a place to drop in and meet friends. Those adopting the supportive and recreational approach did so for a mixture of reasons. Some did so simply because there was no other local agency to help young people with their personal problems. For others, the decision was expressed as one of deliberate choice, because the view was taken that work orientation was futile in the present economic climate. A number of centres saw their role in broader terms, as necessitating community action and education to generate more employment opportunities, or to increase public awareness of unemployment and the problems faced by the unemployed.

Two recent reports have pointed to difficulties faced by CYSS under its currently defined objectives. Professor Byrne's report on girls and women in CYSS speaks of a '"conceptual muddle" about what CYSS has become, what it should be and what its current objectives are, given a dramatic and by no means short-term change in the youth unemployment profile of Australia since 1979: long-term structural unemployment'.[11] The report found that projects were uncertain about, and differed in, their perception of the extent to which CYSS was or should be a work preparation program, or a program to provide a range of personal services to young people at risk. A multifaceted role was being forced upon CYSS centres because state services for youth by way of clubs, advice services and recreational facilities were inadequate. The results were unsatisfactory:

> ...by trying to cover the whole range of need in one centre with two staff and a floor area less than that of houses in which many of us live, most centres are not achieving any of the government's alleged objectives other than peripherally.[12]

The report recommended that projects should be required to attain some degree of specialisation through defining closely their objectives in terms of work preparation or personal development, or a combination of both, and developing courses and activities accordingly. All centres, it proposed, should attempt 'work motivation' and 'work orientation'; whether or not they provided work-skills training should depend on local circumstances. For the long term, the report saw the need for the development of a professionally qualified, permanent youth service.

In its Interim Report, the Committee of Inquiry into Labour Market Programs recorded that its 'overwhelming impression' of CYSS was that 'there is a great deal of confusion surrounding the program, both in terms of its aims and objectives, and in terms of the roles of the DEIR, State and Local Management Committees, and the projects'. The Committee's view was that it is unrealistic for CYSS projects, as presently organised, to provide the wide range of services which they currently do, and that 'clarifying the objectives of CYSS is therefore a priority for reform of the Scheme. It is a prerequisite for determining the Scheme's organisation, management and funding levels, and for effective monitoring and evaluation of projects.' The Committee agreed with Professor Byrne that CYSS is an 'embryonic youth service' and recommended 'that CYSS be developed into a permanent Australian youth service involved in a range of issues and action affecting the young'.[13]

The final report of the Committee of Inquiry elaborated the proposal for a national youth service, to provide advice, assistance and referral services and act as a focal point for co-ordinating local services to young people. It recommended that proposals for an Australian Youth Service be developed by the Office of Youth Affairs (OYA) in consultation with state and local governments and other relevant bodies, and that OYA report to the Commonwealth Government on the most appropriate administrative arrangements for the Service, with a view to implementation by 1986.

This Review strongly underscores the views expressed in these reports that the presently prescribed objectives and activities for CYSS require substantial adjustment. Balancing uncertainly between its roles as an employment and training program and as a general youth support scheme, CYSS lacks the clear mandate - and the recognition and resources which should follow - required to become truly effective in either capacity. The undesirable uncertainty of the nature of the Scheme is well illustrated by the different perceptions staff and participants had of certificates issued to people completing courses. Most Project Officers saw certificates as testimony to the motivation and application of participants, and not as certification of skills which would be externally recognised. A number of participants, however, expressed expectations that the certificates were, in fact, an assessment of their skills which would help them to find employment.

As well as the lack of clarity about its role, other factors appear to inhibit the potential of the Scheme to meet the needs of unemployed youth. The basis of funding, linking grant levels to numbers of participants, was frequently mentioned as a significant factor. The link has the consequence of encouraging some projects to run activities largely designed to attract numbers, even from outside the eligible group, in order to protect their funding. The recording of attendance by participants was also widely regarded as somewhat of a sham - several Project Officers openly said that the number of participants which they reported was not accurate, and that they believed DEIR officers were quite aware of this. A related consequence of the need to be concerned with numbers is that the grant arrangements discourage some projects from undertaking work aiming at 'quality' - intensive work with small groups - rather than 'quantity'; and from doing outreach work with youth who do not attend the centres.

To date the development of programs for 'special' groups has been dependent upon CYSS projects assigning core staff to work with particular youth, or taking on additional staff either as sessional instructors, volunteers or paid from other sources of funds. None of these methods has provided a secure or comprehensive basis within the Scheme for such work. As one submission to the Review observed, with respect to provision for migrant youth:

> While we are aware that there are valuable and interesting initiatives being undertaken at particular centres, such special programs for migrants and refugees rely heavily on the enthusiasm and energy of individual personnel. For this reason, programs appropriate to migrant and refugee youth are usually short-term and ad hoc.[14]

The Institute's research supports the view of the submission that, while a number of projects are actively seeking to respond specifically to migrant youth needs, the initiatives are frequently not integral to project funding or staffing structures. Three CYSS projects visited during the Review had designated one of their Project Officers to work with migrants and, in one other case, all three Project Officers employed were required to have the ability to relate to migrant youth. At the time of the research study, two other projects were trying to employ Project Officers to cater for the needs of migrant participants.

Several projects employed sessional instructors to work with migrant youth in a variety of ways, such as conducting English classes, and providing skills training or advice and counselling in the participants' first languages. Two projects secured funding from outside sources to employ designated 'Migrant Workers'. One of these provided for the worker to research the needs of migrant women and the establishment of a pilot project to cater for those needs. Subsequently, the project successfully applied for a grant under the Community Employment Program to employ eight full-time staff on an expanded version of the pilot program. The second project received a grant for nine months but lost its first employee after only three months, with the result that the replacement had too little time to become established.

While a number of projects made use of volunteers, only one had taken on a volunteer specifically work with migrant youth - in this case a Vietnamese-born welfare student who attended the project one day a week. The Project Officers felt that this was not adequate for the needs of the area.

The provision of supplementary funds for special activities was recommended by the 1981 Task Force which reviewed CYSS Guidelines, and more recently by the report of Professor Byrne and the Interim Report of the Committee of Inquiry into Labour Market Programs. This last report specifically commented that the lack of special funding creates a reluctance to attempt activities that could reduce the level of participation, which in turn determines the level of funding of each CYSS project. The Commonwealth has since provided $0.5m for 1984/85, in addition to the standard grants, for funding special initiatives, designed to assist women and other disadvantaged groups including migrants.

A further aspect of the Scheme's funding arrangements, which inhibits providing services even where needs can be demonstrated, is that projects can only be run by publicly elected, community-based committees. Where attempts to form these have failed, local governments or established voluntary agencies may operate them, but for a limited period only. The effect is, in Professor Byrne's words, to base CYSS 'wholly on a demand model and not on a needs basis. Centres...are placed where a Committee can be established which has both the motivation and the skills to manage a centre. This immediately advantages larger towns, suburbs with more articulate and educated residents, and urban areas.'[15] The present arrangement also disadvantages migrant and ethnic groups, and thereby their youth, who may lack the language skills, knowledge and confidence to participate in such endeavours. The Institute's consultations with ethnic communities found them to display considerable interest in playing an expanded role in assisting young unemployed from their respective groups. About half of the ethnic organisations consulted, particularly those of larger or more recently arrived groups, saw themselves as appropriate vehicles for such involvement, and expressed willingness to become involved if they could obtain the necessary resources.

Existing community agencies are entrusted with grants to assist young unemployed under the other community-based programs, VYP and CYSP, as well as under CEP. The Review's visits to CYSP projects showed that they varied in type, as did CYSS centres, some providing highly structured educational and vocational courses, others emphasising personal development aspects. As to the effectiveness of their work with young long-term unemployed, data provided by DEIR to the Institute indicates significant gains - between 40% and 75% of CYSP participants are reported to have found full-time permanent employment within 2-3 weeks of leaving the program.

However important its funding and other aspects, the critical component on which CYSS performance rests is the staff working with young people at the project centres. It must be acknowledged that they have often had a difficult and demanding environment in which to operate. In the absence of clear objectives, and without an established professional reference group from whom to draw support and expert knowledge, they have had to define and master their roles as they went along, with relatively little external assistance.

Much of the learning and development has taken place by the exchange of ideas and experience among Project Officers themselves. Projects which had developed initiatives that proved successful in working with specific target groups, such as migrants or women, reported that they were often requested by other centres to share their experiences and expertise. Other than infrequent in-service training, such informal support networks, which can only be developed on a limited scale, have been the only resources on which Project Officers could draw. In October 1983, DEIR announced that a Project Operation Manual would be published, but it has not been issued to date.

CYSS Guidelines do not prescribe qualifications for project staff, and in-service training programs have been extremely limited in scope. In the CYSS centres surveyed for the Review, 20 of the 49 Project Officers about whom background data is known had post-secondary qualifications in fields which could be regarded as directly relevant to the work, eg. social work/welfare studies (14) and teaching (6). Another 12 had some youth work experience. Thus, prior to being employed as Project Officers, over one-third (17) of the surveyed group had neither qualifications nor previous experience in youth or welfare work. While only one Local Management Committee considered formal qualifications a prerequisite for being a good Project Officer, seven of the Project Officers believed that a qualification in a field such as welfare, youth work or counselling was necessary.

What project staff may lack in formal preparation prior to their employment is only occasionally remedied subsequently. Of the 49 officers, only 15 had attended some in-service training, and only two thought that the sessions were informative - the remainder being critical of the quality of what was offered, and doubting of its usefulness for their work. The need for training programs for CYSS Project Officers to be developed has been the subject of comment from various sources for some time. In the view of one writer 'a number of projects have been disasters as a consequence of [inter alia] the lack of adequate support networks for Project Officers and for the lack...of adequate pre-training and in-service training programmes'.[16]

With respect to meeting the specific needs of migrant and refugee youth, many Project Officers in the centres visited during the Review (all located in areas with substantial proportions of young migrants) did not appear adequately prepared for what might be required, in terms of their personal or professional experience, training and skills. In some instances they also lacked awareness of the issues involved. Fifteen of the 49 Project Officers had some attribute which might specifically assist them in working with migrant youth - twelve were of migrant origin, or had migrant parents, and three had received some training in migrant issues as part of their general qualifications, and/or had some kind of previous experience in working with migrants. Thus, at least two-thirds of the Project Officers were without any significant background relevant to an understanding of specific migrant issues and needs. As with general in-service training, the gap was not compensated for by their post-employment training. DEIR has conducted no courses for CYSS staff specifically in this area. None of the courses attended by Project Officers interviewed during the Review had focused on migrant or ethnic youth issues.

Recent developments suggest that the neglect of training within the Scheme is about to end. The Interim Report of the Committee of Inquiry into Labour

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Market Programs recommended that 5% of the CYSS budget be earmarked to train both project staff and Management Committees, and that DEIR consider allocating resources for the training of Departmental Field Officers. Subsequently, the 1984/85 budget for CYSS included $0.5m for training programs for Project Officers and Local Management Committees. State Advisory Committees have established Development and Training sub-committees to devise strategies for training and development of staff and Local Management Committee members. No formal guidance has been issued to the State Advisory Committees that their strategies should take account of the needs of particular groups, such as migrant youth.

6. THE EDUCATION PROGRAMS

Working part-time during the school year and full-time during term holidays has been a long-established practice among Australian school children. The major attraction is no doubt the immediate one of earning money. In the context of the growth in youth unemployment over the past decade, governments and education authorities have increasingly come to believe that an introduction to the world of work as part of the curriculum will also yield benefits at the end of students' schooling. It is a view supported by the finding of the Review's General Surveys - that having had work experience while at school significantly influenced the post-school employment prospects of both Australian-born and overseas-born youth. In this section, careers education and counselling, and transition programs, are examined from the standpoint of how far they assist young people to plan and prepare for work.

6.3.1 Careers Education

Careers education in schools is important in assisting students to plan their future careers. However, the Review has revealed a picture that is unsatisfactory for all students. In part this is a consequence of the problems faced by staff in obtaining appropriate training and support. It is also in part a consequence of institutional limitations, ranging from lack of adequate materials through to timetabling that leaves careers education as a marginal activity. Careers teachers themselves indicated that, while they approached their task with enthusiasm and professional endeavour, many were not well-prepared for the roles they were expected to fulfil. Several had been given the job as an additional activity to ensure that they were fully employed when their main teaching subjects did not provide a full-time teaching allotment. Furthermore, careers educators and counsellors agreed that current curriculum organisation allowed inadequate time for the task at hand.

In examining staffing provisions, the Institute's survey found a national average of 1.7 careers teachers per government school, and 1.2 per non-government school. Approximately 60% of schools had allocated a responsibility for careers education to staff as an additional responsibility - only half of the teachers in government schools, and fewer than 30% of non-government school teachers reported that careers education was their main professional area. As a result, many careers teachers, by virtue of their other responsibilities, saw careers education as secondary in importance.

This problem was exacerbated by a lack of qualifications. General teaching was the main professional training for about three-quarters of careers teachers surveyed. Fewer than 10% had received professional training in careers education and counselling, although some reported training in broadly related subjects. While approximately 80% had a degree, and virtually all possessed a teaching qualification, only 4.7% had a formal qualification in careers counselling and/or psychology. More than half of all teachers in the sample received their formal careers training through a basic in-service course, and three-quarters were involved in some form of in-service activity during 1983/84.

In terms of timetabled careers education allocation, students in Year 10 had the highest concentration, with 60% of government schools and 64% of non-government schools making it a compulsory unit at that level. In addition, another 18% of government schools and 4% of non-government schools offered an elective unit in careers education for Year 10 students. The vast majority of schools offered neither compulsory nor elective careers education at either Year 7 or 8; about 40% did so at Year 9; 30% at Year 11 and 20% at Year 12. Overall, 26% of schools indicated that students in their final year of schooling received no careers education, while a further 36% reported that, on average, 30 minutes or less was devoted to careers education per week.

During their secondary schooling, students were likely, on average, to receive three careers counselling sessions, each lasting less than one hour. Fifteen per cent of government and 36% of non-government schools stated that no formalised arrangements existed for group or individual counselling at Year 12. The limited extent of individual careers counselling for students completing school is shown in Table 6.12.

Table 6.12: Extent of individual careers counselling received by each student in her/his final year of schooling, for all states (% of respondent schools)

	Government	Non-government	Total
Nil	2.1	2.6	2.2
1 - 15 minutes	5.0	7.7	5.6
16 - 30 minutes	25.2	30.8	26.4
31 - 45 minutes	15.8	20.5	16.9
46 - 60 minutes	18.7	10.3	16.9
1 - 2 hours	16.5	12.8	15.7
2 - 3 hours	7.2	5.1	6.7
3 - 4 hours	2.1	-	1.7
4 - 5 hours	1.4	-	1.1
More than 5 hours	5.8	10.3	6.7

Source: Careers Education Schools Survey

The situation was seen by schools as far from ideal. Careers teachers and counsellors indicated that students should receive a significantly greater amount of careers counselling in their final year. Some indicated that informal attempts were being made to introduce careers issues into other areas of the curriculum.

In addition to information provision and counselling, careers education frequently includes short-term placements with employers to provide students with a realistic initiation into the workplace. The general provision of work experience for students in Years 9, 10, 11 and 12 across Australia is shown in Appendix Table 6.A7. The greatest concentration on work experience occurred in Year 10, which for most students is their final year of compulsory schooling. The average duration of a placement at this level was between one and two weeks.

The inadequacy revealed by the overall picture of careers education is particularly acute with respect to overseas-born children. Careers teachers indicated a lack of focus on the needs of migrant, including refugee, youth in initial training programs and subsequent in-service programs, and felt unprepared to respond to these needs. Across Australia, nearly half of the respondents reported that their initial training had not even mentioned the special career choice/transition problems of overseas-born youth. More than three-quarters reported that they were not at all prepared by their training for such problems, or were prepared to only a minor extent.

The basic in-service courses for careers teachers offered by many states do not give prominence to this area. One of the larger states, for example, devotes only one hour of its seven-week basic in-service course to migrants and their specific needs. Nine per cent of respondents reported that in-service courses had included a significant component on specific transition problems of overseas-born youth; 46% said this aspect was not mentioned. There are some signs that this situation may be improving, with at least one institution intending to include a more significant component in a postgraduate course.

Asked about current special provisions for migrant and refugee youth, 80% of respondents offered no comment. Only 7.8% of all the sample schools indicated that any special careers education was offered to this group. Where provision was made, it was usually of two forms:

- the provision of language assistance through the use of school-based English as a second language (ESL) staff, external interpreters, material printed in community languages
- the placement of students, where necessary, in supportive and non-threatening work experience environments.

Information about the work experience program was available in community languages in only 15.6% of schools, of which 80% were Victorian, suggesting a most serious deficiency in other states.

More than half of the careers teachers perceived that students of parents from non-English-speaking countries differed either moderately or a great deal in their careers information needs from those students with Australian parents. Parents of this group were also seen to differ in that they exhibited a higher regard for the efficacy of formal qualifications in the employment sphere. Migrant parents were regarded as vitally concerned with the substantive issue of the academic performance of their children, and very much less so with issues such as non-traditional careers for girls, or with employment alternatives.

Individuals and organisations consulted by the Institute also stressed the high aspirations of migrant parents for their children. These aspirations were often limited to the professions, yet parents were often felt to be ignorant of, or misinformed about, the range of professional occupations in Australia. Parents were frequently unaware of the 'streaming' process in schools and discovered too late that their children had been in the wrong stream for such careers. Many of those consulted expressed the view that migrant students, especially boys, were under much greater parental pressure to succeed at school and at work than were other students. The result was believed to be a tendency among some groups for migrant youth to follow a fairly rigid academic curriculum at school with the aim of entering into tertiary study.

Despite these factors suggesting a great need for personal parent/teacher contact in regard to careers education, little contact occurs. Teachers reported that, overall, parents were invited to attend about 70% of individual counselling sessions for students in Years 10, 11 and 12, and that about 40% did not attend or attended only occasionally. While the majority of careers teachers believed that there was little difference in the response rates of migrant and Australian parents, almost 30% perceived migrant parents to be much less likely than other parents to attend individual student counselling sessions. The level of availability of interpreter facilities at such sessions almost certainly plays a significant role in this, since only one in three of the sample schools reported that such a service was at hand to aid migrant parents who lacked the necessary familiarity with English.

The most common form of providing information to students and parents was through printed material. However, printed material in community languages was available in about a quarter of the schools surveyed - predominantly in New South Wales and Victoria. Little account seems to be taken, however, of the fact that, because of discontinuity in their own education, many migrant parents may not be adequately literate in their own languages. Of those schools offering information sessions for parents, only seven (6% of schools providing information sessions) stated that they organised one or more each year, specifically for the benefit of migrant parents. Only marginally better was the finding that 18 schools (15.3% of schools holding careers information sessions, but only 9.4% of the total sample of schools) reported the availability of interpreter services at all sessions.

In the period 1970-1974, a major survey was undertaken of the educational experience of Sydney High School students. Careers education was a key area addressed and the author of the study's report wrote:

> In general, a higher proportion of migrant students with non-English-speaking backgrounds said that they needed more information on jobs and courses in comparison with the English-speaking background groups. A lower proportion of the non-English-speaking background students reported that their parents were 'helpful sources of information'. There is no doubt that their parents' English language problems contributed to this finding.
>
> The fact that students end up making occupational choices based on little information is likely to contribute greatly to the problems they experience in job selection. If they are unprepared to select an occupation, they may choose further education courses that are unsuited to their desired destination. The present situation discriminates against those students who do not have informed assistance from family sources (eg. non-English-speaking migrant families).[17]

This report finds no reason to differ from that conclusion.

6.3.2 Transition Courses

The educational courses which unemployed youth may attend, and for which the transition allowance is payable, vary considerably in title, aims, location, duration and other aspects. There are marked differences not only between the broad types into which they are categorised, but also within them, as a major evaluation of the Education Program for Unemployed Youth (EPUY) noted in 1980.

> In accordance with the principle of flexibility no attempt has been made to control the degree of emphasis placed on the different elements or to control the nature and content of the instruction given. Thus, significant variations may be found both between courses within a State and between States.[18]

Assessing the overall effectiveness of courses within the program is extremely difficult, either in terms of broad objectives, such as enhancing employability, or on the basis of specific activities seen as instrumental to that aim, such as providing vocational counselling. As well as considerable differences between courses, little formal evaluation occurs within the program. In part, this is because the achievement of objectives is often difficult to measure, but it is also in part because some staff oppose traditional means of measurement as likely to alienate some participants by evoking a school-like atmosphere. In this section, the principal focus is on the EPUY program.

In surveying EPUY program deliverers, evidence was sought on outcomes. Respondents advanced evidence of improvement in the areas of motivation, attitude and personal concentration which they felt should be attributed in large part to the program. The participants themselves also believed very strongly that their self-confidence had been enhanced. However, there is very little objective evidence to substantiate or refute these claims. Recent research by Jonikis (1983), and other studies, suggests the need for caution in assessing claims about the extent to which ingrained habits are amenable to radical change during the relatively brief time span of an EPUY program lasting only 10-20 weeks. Certainly, stability of employment appears to be achieved by relatively few in the post-program year, although available evidence remains scanty and incomplete because of the mobility of the target group.

Similar, although perhaps less universally strong, claims were made with regard to participants' acquisition of job-seeking skills. Almost without exception, programs contained some segment relating to job-seeking and job-application techniques. Skills in these areas were perceived by teachers to be virtually non-existent at the beginning of the program and to be highly developed at the end of the program. Participants each prepared a detailed curriculum vitae. They obtained experience of interviews and, in many cases, actual employment via work experience.

While both staff and students involved with EPUY and other transition education courses interviewed for the Review were generally very positive about achievements made through courses, there were marked differences in the perceptions of the two groups about areas of importance. This was particularly true of those involved with EPUY - teachers saw personal development as the dominant aim of the program, whereas almost as many participants regarded the acquisition of literacy and numeracy skills or specific practical skills as important.

Table 6.13 gives teachers' and co-ordinators' perceptions of the most important areas covered in their particular EPUY program. Areas relating to the personal development of participants were seen as most important by staff. Job/career awareness and interview skills, literacy/numeracy and social skills were rated by significant numbers of teachers/co-ordinators as most important.

Table 6.13: Perceptions of most important areas covered in program (frequency of mention by respondents)

	ACT	NSW	Qld	SA	Tas	Vic	WA	All states
Literacy/numeracy	1	25	31	38	6	29	16	146
Survival/living skills	2	16	7	10	13	33	9	90
Showing someone cares	-	-	-	4	6	4	3	13
Personal development	6	64	57	38	8	69	34	276
Recreation skills	-	-	11	2	6	18	4	41
Job/career awareness and interview skills	2	41	34	16	3	46	10	152
Social skills	1	38	30	20	8	31	8	136

Source: EPUY Survey

Staff conducting other transition education courses tended to see transition education as more directly employment-oriented than did EPUY staff, though 'personal development' also appeared as a strong component. Asked about the general purposes of transition education, nearly three-quarters of TAFE lecturers interviewed, spoke in terms of increasing the employability of participants and helping them to find jobs. Just over half presented it as a form of alternative education or mentioned long-term, personal development aims. While every lecturer spoke of increased employability as a specific objective of the particular courses with which they were involved, 'personal development' objectives were also mentioned by all but a few. While 'personal development' is undoubtedly an important objective, its centrality is striking given the original rationale to help young people who have inadequate educational qualifications for today's labour market. Course participants focused far more strongly upon immediate and instrumental gains, such as access to skills for employment or further education, and, like their EPUY peers, were less inclined than staff to see the object of attending courses in terms of personal development.

Table 6.14 presents the percentages of program time devoted to literacy/numeracy. Almost all programs devoted some time to literacy or numeracy, although 45% of programs devoted less than 20% of program time to these areas. South Australian programs were unique in that they spent 30-40% of program time on these areas.

The tendency to downgrade the acquisition of formal skills such as literacy and numeracy is a matter of some concern. Interviews with EPUY staff yielded a strong teacher/worker perception in some states that participants were very much better qualified academically in 1983 than their earlier counterparts, and hence did not require upgrading in basic literacy and numeracy skills; that such skills were probably less relevant anyway in a stagnant labour market; and that the provision of skills regarded as 'academic' smacked too heavily of the formal learning environment which participants had already decided to avoid.

Table 6.14: Percentage of program time devoted to literacy/numeracy

		Less than 10	10-19	20-29	30-39	More than 40	Not reported
ACT	Literacy	12.5	62.5	22.5	-	-	12.5
	Numeracy	12.5	75.0	-	-	-	12.5
NSW	Literacy	15.9	50.8	14.3	1.6	4.8	12.7
	Numeracy	22.3	47.6	15.9	1.6	-	12.7
Qld	Literacy	6.9	13.8	31.1	10.4	2.7	35.3
	Numeracy	10.4	31.9	13.8	2.6	6.1	35.3
SA	Literacy	-	-	3.4	79.3	6.9	10.3
	Numeracy	-	-	3.4	86.1	-	10.3
Tas	Literacy	5.6	33.5	44.5	-	-	16.7
	Numeracy	16.8	33.4	33.4	-	-	16.7
Vic	Literacy	11.5	26.0	31.3	2.9	2.8	24.6
	Numeracy	12.9	24.5	35.2	1.4	-	24.6
WA	Literacy	16.7	22.3	11.1	2.8	8.4	38.9
	Numeracy	16.8	25.1	13.9	-	-	38.9
All states							
	Literacy	10.1	35.3	24.0	11.5	3.9	25.7
	Numeracy	13.4	31.1	18.6	8.8	2.7	25.7

Source: EPUY Survey

However, testing of EPUY student skills undertaken for the present study does not bear out the belief of some program staff that recent participants were generally better qualified academically than their earlier counterparts, and therefore did not require upgrading in basic literacy and numeracy skills. Appendix Table 6.A8 summarises the performance results of a group of 1983 EPUY participants in basic mathematics, reading and writing tests, compared with the performance on the same tests by a group tested in 1980 for the major study by Hubbert. There was concern over the appropriateness of the program attempting to raise literacy and numeracy levels, particularly as many of the predominant EPUY group were alienated from formal education. Yet, there is evidence derived from pre- and post-testing of gain attributable to the efforts to improve literacy and numeracy in all South Australian programs and in some programs in other states.

A second area of concern related to the extent to which transition courses were an avenue to either employment or further study. Asked whether they felt the EPUY program had any inherent weaknesses, the fact that it might not lead to anything further was mentioned by EPUY teachers more often than any aspect other than length of courses (Appendix Table 6.A9).

Lecturers in other transition courses also expressed concern as to whether participation would achieve its objectives by enabling students to move on readily to employment or other forms of study, or whether it would simply be a diversion from life on the dole and of little subsequent value. To some extent this reflected interviewees' perceptions that the program had been introduced essentially as an alternative to unemployment, intended more to keep young people temporarily occupied than seriously to address their problems.

Two related issues are involved in securing an effective role for the program as transition to something other than a return to unemployment. One is that of providing appropriately timetabled sequences of opportunities within the framework of employment and training programs, on the fairly realistic assumption that a transition course will often not itself be sufficient to secure participants a job or a place in higher education. A number of TAFE authorities have recognised the desirability of offering linked courses so that participants can proceed along a defined progressive path, but little has yet been implemented. The issue of how transition education and higher education might be linked has yet to be addressed.

Following the Interim Report of the Committee of Inquiry into Labour Market Programs, action has taken place to link participation in transition education courses with work-based programs. Under new procedures, once courses are completed, CES offices are expected to place former participants who are still unsuccessful in finding a job, in employment under SYETP or CEP as soon as practicable.

The second problem to overcome in putting transition education on a more certain basis is to meet the expectations about course content and student assessment, generally held by employers and other educational institutions, particularly CAEs and universities. The program's emphasis on recruiting youth with little formal educational achievement and motivation was seen by interviewees as creating difficulty for institutions such as TAFE colleges, which were traditionally geared to selecting and training the most able and determined students. In such a climate, it is not easy to establish credibility and gain recognition for new kinds of courses, which have objectives such as personal development and are generally conducted without formal assessment of students.

This has been acknowledged by the TAFE Council, which has encouraged state TAFE authorities to address the task.

> The wide range of students and the variety of special courses provided in TAFE generally as well as in PEP present particular problems for the recognition of the coursework carried out by students and their progression to further education and training. Whereas participation in components of recognised forms of course can be easily accommodated in TAFE accreditation systems, other less conventional forms of study undoubtedly cause difficulties. Experiential learning and increased personal and social maturity, for example, are not amenable to the normal kinds of assessment. The [TAFE] Council urges all TAFE authorities to grapple with the problem of giving credit for all aspects of student performance under PEP and to encourage all PEP students to consider enrolling later in other courses. Authorities should avoid mounting any activities under PEP in 1985 which appear to be marginal or isolated and fail to help students to progress towards further study or desirable labour market options.[19]

Upgrading the status of PEP courses would be generally welcomed, and especially so by many migrant and ethnic communities. As suggested in Chapter Five, the belief that courses lead nowhere, particularly academically, appears to be a significant factor in reducing migrant participation in the program.

Most migrant youth participate in standard courses, although in a few cases additional assistance may be provided. (For example, in 1983, Woden College in the Australian Capital Territory, made available an ESL support course to students attending certain transition courses.) DEIR and the then Department of Education and Youth Affairs (DEYA) meetings with transition authorities at the end of 1982 encouraged provision for specific disadvantaged groups which included migrants. Early in 1983, a Commonwealth Interdepartmental Officers' Working Party on Immigrant and Refugee Youth in the Transition from School-to-Work or Further Study reported that

> with few notable recent exceptions, activities and programs funded under transition have not been directed at ESL skills or at education programs compensating for an earlier education in another language and with a different curriculum.[20]

The accuracy of this summary for the period of this Review is supported by the statistical information presented in Appendix Table 6.A10. In the years 1980-83 more than 1,600 Transition Education projects were funded, of which only eleven specified migrant youth as their target population.

Teaching staff interviewed in the course of the Review were divided about the desirability of courses provided specifically to migrant participants. Those expressing negative views gave various reasons, including concerns that participants might be stigmatised as being unable to cope with regular courses and thereby have their self-esteem eroded; that other students may resent what they see as special treatment being given; that participants, and their parents, may feel that they are being excluded from more desirable academic courses; and that keeping students in homogeneous groups might inhibit integration with their Australian-born peers.

Those in favour of such courses stressed the advantage to participants of being in classes with people having similar aims and difficulties. For instance, a 12-week Vocational Preparation Course in Industrial Machining at a South Australian college had a significant number of recently arrived Indo-Chinese students. The course co-ordinator felt that those with English language difficulties could manage the practical side but were unable to follow what was being said in the personal development section of the course. She believed that a special course which catered for migrants' language needs would have been more useful to them. Staff interviewed at a Tasmanian technical college which had no ESL provision reported that few migrants or refugees were enrolled in transition courses; that they had a high drop-out rate across courses generally; and that many enquired about courses but did not subsequently enrol. A number of TAFE staff saw special classes as desirable if they served as stepping stones to 'mainstream' courses, once particular difficulties were overcome.

The major target of courses specifically for migrants has been recent arrivals with little or no English. Hence, course content has aimed at improvement in English, and the provision of the kind of information about life in Australia which would be quite familiar to Australian-born youth and those long resident. At least some staff in the courses have been engaged because they have had ESL experience. The presence and accent upon other areas such as numeracy and vocational counselling have varied considerably between courses. In addition, the numbers of students have been kept relatively small - 8 in one class in the Northern Territory, 15 in several other courses - to allow substantial individual programming because of participants' different levels of English competence and varied educational backgrounds.

The need to provide assistance with English language and orientation to Australian society, in addition to other subject areas, has led several migrant-course organisers to introduce or propose significantly longer courses than those originally established. In the Northern Territory, course participants and staff unanimously considered as too short the 10-week course they had completed which covered basic English and mathematical skills; gave information about life in Australia including health, finance, welfare and the law; and provided car driving education. Subsequently, a 19-week course was introduced. A 12-week course at Sydney's Liverpool College providing an 'Introduction to the Australian Workplace' for Vietnamese-born students was also seen as too short for basic learning needs by both staff and students, and an expansion of the course to 18 weeks was suggested.

There is limited hard data on the outcomes for migrants of transition education courses which have target groups, but that of which the Review is aware is positive. While acknowledging the difficulty of following up migrant ex-EPUY participants, a Western Australian study concluded that 'the unemployment rate among EPUY migrant course graduates is considerably lower than in the Vietnamese community as a whole'.[21] As well as ESL-trained personnel, Liverpool College in Sydney employed bilingual staff in its course for Vietnamese-born students in 1982. An evaluation, conducted soon after course completion, reported that their involvement was vital as they had assisted students who had problems communicating in English and had advised the other teachers on Vietnamese values and customs. Apart from the teaching and information role of the bilingual staff, 'it was also clearly observed that students preferred discussing personal matters in their own mother tongue rather than English'.[22] As students developed confidence and competence in using English the use of bilingual teachers was reduced.

Gender is also relevant to what happens in classes. The likelihood that conducting classes on a mixed male-female basis may be a barrier to the participation of some women was mentioned in Chapter Five. A Northern Territory migrant transition course consisted only of young women, and the co-ordinator believed that this made it possible for students to discuss the role of women in a freer atmosphere. A subsequent course was run for males only. The Liverpool College course attracted only three women in a class of 15, and it was felt that this made them feel somewhat isolated, and inhibited in discussion. It was suggested in the post-course evaluation that future courses should seek to recruit a more even balance.

The special needs of certain migrant and refugee youth, beyond that of language, became evident in a Migrant Transition Course at Footscray College of TAFE in Melbourne. In 1983, the course ran for 32 weeks. This length, it was subsequently felt, created two problems: students tended to 'coast' in the middle of the course; and some of the students became too dependent on the lecturers. It was decided to reduce the duration of the course to 20 weeks for 1984. The development of dependence was not surprising, as only five of the students had parents in Australia and lacked sources of guidance and support. Even with their parents here, young people may find that the adults are somewhat at a loss to provide advice about a society in which they too are newcomers. TAFE philosophy is to treat students as responsible adults, but because of their particular backgrounds some migrants, and many refugees, may need extra support. A number of transition staff drew attention to the importance of more specialised in-service courses for lecturers and teachers.

The need for staff development provision within the transition education program was commented upon by staff as a general concern, as well as one related to responding to the needs of migrant participants. Training and staff development programs appear to have been made available only on a patchy basis. Staff frequently commented that they were given very little assistance as lecturers new to transition education, or as co-ordinators designing courses

- several said they felt they had been left to 'sink or swim'. It was also observed that part-time casual staff were usually paid only for their contact time, and that such staff could not be expected to attend courses in their own time.

TAFE considers staff development a priority with respect to the Participation and Equity Program. It is seen by the TAFE Council as aimed at both enhancing the competence of TAFE staff involved closely with PEP students, and the awareness and appreciation among all TAFE staff of the Program's objectives. As the TAFE Council's 1985 Guidelines state:

> Many of the staff managing or teaching in PEP courses are new to the TAFE sector and the age group being attracted to the Program, some having been trained as primary schoolteachers and others having had no formal teacher training, while yet others are established TAFE teachers who have had quite different teaching responsibilities in the past. Staff development is the key not only to competent, innovative teaching in the Program, but to the acceptance and application of the concepts of participation and equity in areas of TAFE outside PEP itself, recognising that the teaching skills which PEP requires will need to become an established part of the TAFE sector.[23]

In the main, course providers reported that they have had to adapt their skills to cope with a group of students characterised by low self-esteem and motivation. The teaching requirements for this group may be markedly different. Participation in a program for this group was highly related to self-improvement and the acquisition of knowledge in crucial areas. Many were seeking to acquire vocational and language skills that would lead directly to employment, while others aspired to further education. Participants' basic expectation of the learning experience was of order, structure and discernible logic, an integral part of which is respect for, and distance from, the teacher. Many migrants enter programs expecting traditional, formal education. In contrast, 'typical' EPUY teachers perceive their selection for the program as being based on empathy with youth problems rather than academic or teaching expertise. The 'de-schooled' image of the typical EPUY program has had to change for specifically targetted programs.[24]

Comments from a number of staff indicated that the views of parents were a strong influence on migrant students' attitudes toward transition courses. Several lecturers reported that families who had refused to allow daughters to attend outings, readily gave permission after a visit to their homes by staff. Nonetheless, the TAFE policy of treating students as independent young adults has limited the degree to which staff feel it appropriate to contact parents.

Two experiences indicate the desirability of increasing parental or community involvement. In 1983 in South Australia, a Foundation for Employment course was conducted for students of ethnic backgrounds. The course was advertised in Italian and Greek in community newspapers, and on ethnic radio. While students all reported that they had heard of the course through CES, many of their families knew of it through the ethnic media or through friends. The co-ordinators stated that parents were positive about the course as they had been able to learn details in their own language. Parents were encouraged to attend the interview at TAFE and this was seen as reassuring and as having helped both the co-ordinators and the parents understand each other's views. All the students reported that their parents were in favour of them doing the course.

The second example relates to the highly innovative Liverpool College course. Given the nature of the proposed course, it was intended to involve the community wherever possible. The mechanism was a 'Local Reference Committee', comprising college and course staff, and representation from CES, the students and the Vietnamese community. Its role was to provide advice and assist with publicity and promotion, job placement and evaluation. The involvement of Vietnamese parents was considered but the college 'felt it would be "too like school" and it was not normal for a TAFE committee, or TAFE provision, to take account of parents'.[25] The course evaluation reported that all parties involved believed the reference group had been of value. It 'fostered greater liaison and commitment between the CES and TAFE and also created interest and support within the Vietnamese community'.[26]

Parental and community understanding and involvement should be encouraged. The concept of PEP or transition education is not widely understood in the community - often not even within colleges where it takes place. Further, the transition of youth from school - at which level parental involvement is encouraged - to other educational institutions is not automatically accompanied by a transformation in family relations. Education programs which emphasise the development of young people as independent adults, and encourage young women in particular to undertake new roles and activities, may conflict with the views of parents and particular ethnic communities. Communication between staff and parents is essential if courses are to have credibility so that potential students are not barred from taking part, and so that the possibility of damaging conflict between the parties concerned is minimised. Lastly, community groups may be a valuable resource for both staff and participants.

FOOTNOTES

1. CES Manual, 6:0504.
2. Department of Employment and Industrial Relations (1980b)
3. Auditor-General's Office (1983) p.41.
4. Ibid. p.42.
5. Department of Employment and Industrial Relations (1984b) p.112.
6. Department of Employment and Industrial Relations (1984a) S. 5.2.3.
7. Department of Employment and Industrial Relations (1976)
8. Ibid.
9. DEIR (1982) [CYSS: guidelines].
10. Ibid.
11. Byrne, E. (1983) pp.44-45.
12. Ibid. p.200.
13. Committee of Inquiry into Labour Market Programs (1984).

14. Submission to this Review. (Advanced English Program, Adelaide).

15. Byrne, op.cit. p.206.

16. Freeland, J. (1982) p.33.

17. Meade, P. (1981) p.250.

18. Hubbert, G.T. (1980) pp.10-11.

19. TAFE Council (1984) p.9.

20. Department of Education and Youth Affairs (1983b) p.38.

21. Moore, B. (1984) p.27.

22. NSW Department of TAFE (1983) p.76.

23. TAFE Council, op.cit., p.76.

24. Moore, op.cit.

25. NSW Department of TAFE, op.cit., p.61.

26. Ibid. p.79.

Chapter Seven

CONCLUSIONS AND RECOMMENDATIONS

The deterioration in the labour market since the early 1970s has seen the gap between the rates of youth and adult unemployment widen. In addition, a disproportionate share of unemployment is experienced by migrant, including refugee, youth. Currently, more than one in four teenage migrants and about one in six young adult migrants are unemployed. The groups most severely affected by unemployment have been those born in non-English-speaking countries, those with limited proficiency in English, and those recently arrived in Australia.

Labour force projections undertaken for the Institute suggest that these high rates of migrant youth unemployment are likely to continue, if not worsen, during the next five years or so. They suggest also that unemployment rates for both overseas-born teenagers and young adults will almost certainly continue to be substantially higher than for their Australian-born counterparts. Even the more optimistic of these economic forecasts indicates that the unemployment levels for migrant teenagers will be around one-third for both males and females in 1986.

In the context of continuing high levels of youth unemployment, this Review takes as its basis that the promotion of equity in the labour market should be one of the primary objectives of labour market programs and services, and that assistance should be directed to those in greatest need. Further, to the maximum extent possible, programs should be tailored to individual requirements, based upon assessment of individual needs and offering opportunities to acquire one or more of

- work experience
- skills training
- formal education.

7.1 SPECIAL NEEDS OF MIGRANTS

The terms of reference for this Review require an assessment of the special employment and training needs of migrant youth. We have explored this through large-scale surveys of both Australian and overseas-born youth, examining what factors seem to have been important in influencing their employment histories.

Our research indicates that overseas-born youth who have experienced prolonged and frequent periods of unemployment have two major types of special need. The first comprises needs that are shared with Australian-born youth, but which impact particularly heavily on migrant, including refugee, youth. Among these needs are those that arise from a lack of work experience and vocational skills. The second type of need relates to particular disadvantages experienced by recently arrived migrant youth through English language difficulties and unfamiliarity with the Australian labour market.

In order to ensure that those with greatest disadvantage receive early and appropriate assistance, adjustments are required in:

- eligibility guidelines
- the procedures used by Commonwealth Employment Service (CES) to deliver programs and services
- the programs and services themselves
- the co-ordination and evaluation of programs and services.

While the Institute was required to focus upon migrant, including refugee, youth, it has concluded that their needs can most appropriately be met by an approach which relates to all those in need, not only the overseas-born. A number of the key measures we have proposed are therefore designed to be of general application.

7.2 PROGRAM AVAILABILITY

Government policy requires the Department of Employment and Industrial Relations to give high priority to migrant participation in labour market programs for those groups with high rates of unemployment.[1] Although there has been an increase in the number of overseas-born participants in recent years, the level overall remains unsatisfactory.

This Review has found that participation by young migrants in most labour market programs is much lower than should be the case, even in those programs where migrants are specified as a target group. This situation is the result of a number of factors:

- the multiplicity of target groups to which programs are directed
- the lack of specification of the priority to be accorded to each target group
- the consequent difficulties confronted by CES in giving effect to program priorities
- the procedures used by CES to place unemployed youth on programs.

The various eligibility and targetting mechanisms by which programs seek to direct assistance to migrants with serious labour market disadvantages have failed to result in their being adequately represented on programs. We do not believe that an increase in migrant participation should be sought through quotas or migrant-specific programs, unless they address disadvantages specific to migrants. Our research suggests that the severe labour market difficulties experienced by migrants are shared by many of the Australian-born. A common framework for securing greater access to assistance is desirable if those most in need are to receive more help.

Eligibility to be placed on programs is currently determined largely by length of unemployment, which is taken to be a measure of need. For no evident or explicit reason, the period of unemployment required for eligibility varies between programs. The Committee of Inquiry into Labour Market Programs, as part of its thrust towards a needs-based approach, has recommended that while, in general, assistance should be offered only to those unemployed for six months or more, unemployed people identified as particularly disadvantaged should be helped before they have undergone such a waiting period. Indeed, in the case of the proposed traineeships for youth, these are to be offered to 16 and 17-year-olds who have left school before matriculating.

In the present report, the needs-based approach is taken further. Rather than relying on evidence of need demonstrated by length of unemployment, or membership of a disadvantaged group, we believe it to be more effective to place emphasis on assisting individuals who are at a high risk of recurrent unemployment. Young people who are clearly at risk should not need to endure lengthy unemployment before becoming eligible for assistance. The delay many face at present may reduce the benefits they receive from programs when they finally participate.[2].

Instead, the approach should be that individuals with the greatest need for assistance, as determined by an assessment of their labour market prospects, should obtain immediate access to programs.

The Institute therefore recommends that:

(1) Those assessed as at high risk of prolonged and recurrent unemployment be eligible immediately for placement on labour market programs.

This recommendation can only be implemented through an operational system of risk assessment. It is proposed that, as quickly as possible, CES introduce a point score system to provide a quick and relatively easy method of identifying those at high risk of unemployment. Such systems are already used in other contexts, an example being the numerical point system used by the Department of Immigration and Ethnic Affairs, as part of its assessment of applicants seeking to migrate to Australia.

The analysis of our surveys of youth discussed in Chapter Three, demonstrates that the main characteristics that predispose people to be at high risk of recurrent unemployment can be identified, and the relative influence of those factors measured. A point score 'risk scale' can be constructed, against which a person's attributes can be matched, and her or his 'risk of unemployment' estimated. A sample scale of this kind has been derived from the Institute's General Surveys.[3]

The development of a generally applicable scale will require further research, involving collection of data on a greater range of characteristics from a broader sample of the Australian population than was included in the General Surveys. We therefore propose that the Bureau of Labour Market Research refine the risk assessment scale developed by the Institute. The scale should also be constructed to cover the older unemployed - a group which was outside the terms of reference of this Review.

It is recommended that:

(2) A risk assessment scale be refined and tested by the Bureau of Labour Market Research, with the assistance of the Australian Institute of Multicultural Affairs, using data on unemployed youth collected at Commonwealth Employment Service offices and through sample surveys.

(3) The Bureau of Labour Market Research investigate the possibility of developing the scale to include older unemployed persons, based on survey data and data collected through Commonwealth Employment Service offices.

In order to ensure that this approach is implemented speedily, we propose that the operation of the scale based on the Institute's research should be tested in a small number of CES Zones. This would enable operational procedures to be developed in conjunction with the further refinement of the scale itself.

Identification of risk is based on probability. Some individuals initially identified as unlikely to experience significant periods out of employment will, nonetheless, endure prolonged and recurrent periods of unemployment. The Committee of Inquiry into Labour Market Programs has proposed that, instead of the varying lengths of time presently prescribed, 6 months of unemployment should determine eligibility for assistance, and it has cited research indicating that this as an appropriate waiting period.[4] We support their recommendation that 6 months of unemployment should be used as an eligibility criterion.

It is therefore recommended that:

(4) Individuals registered as unemployed, who are not identified as at high risk, be eligible for program assistance after six months of unemployment.

This recommendation will reduce the number of people eligible for assistance under present program guidelines. Our other recommendation on program eligibility, that those at 'high risk' be immediately entitled to assistance, will significantly increase the eligible numbers. On the data available to us it would seem that, at least with respect to the 15 to 24 years age group, the impact of the two recommendations is largely to counteract each other - on balance, the number of eligible people would change very little.[5]

The revised approach to program suitability proposed in this Review does not mean that individuals would obtain earlier access to programs by virtue of birthplace. Targetting to promote participation from groups who are under-represented in programs, considering their levels of unemployment, may still be required. With respect to migrants, the Committee of Inquiry into Labour Market Programs has proposed that the allocation of places to groups considered to be especially disadvantaged in the labour market, should reflect each group's share of joblessness, and the periods for which its members have been unemployed. We strongly support this recommendation.

With respect to knowledge of labour market assistance, the Review found that migrants of non-English-speaking background were less aware of their eligibility to participate in programs than were the Australian-born or migrants from English-speaking countries. It also found that among migrants of a non-English-speaking background, awareness of eligibility for participation was significantly lower among those with English language difficulties than among those competent in English.

These findings are to be expected in view of the lack of information and advice available in community languages. There is too little translated material about the labour market, associated training and education, and programs and services to assist job-seekers. This must be addressed by improvements at a number of levels, such as CES services to individual unemployed persons, and careers information and advice for migrant children and their parents. Action in these areas is proposed below. There is also a clear need for the publication and dissemination of information in languages other than English.

Promotional activities in community languages have been proposed at various times, but little action has resulted.

It is therefore recommended that:

(5) The Department of Employment and Industrial Relations adopt as standard practice the provision in appropriate community languages of information about major labour market programs, including guidance as to where further advice in those languages on access to programs may be obtained. The information should be directed to both job-seekers and potential sponsors.

This information should be provided to all non-English-speaking migrants at the initial registration interview. It should also be disseminated through ethnic media, community groups and agencies concerned with migrant issues (eg. Migrant Resource Centres).

A further issue of importance to program availability is that of income support for participants. This area is presently the subject of a major Government review and, as it has implications for the whole education system, it has not been addressed in this report. There is, however, one matter bearing on access to programs to which we wish to draw attention. The eligibility requirement for the transition allowance to attend courses under the Participation and Equity Program is that participants have been unemployed in Australia and away from full-time education for at least four months in the previous twelve. As a submission to the Review pointed out, this particularly disadvantages newly arrived refugees who may have spent a considerable period in camps, without schooling or employment, before coming to Australia. We believe that in the interest of assisting new arrivals to settle quickly into the community, participation in the appropriate education programs is far preferable to extended periods of unemployment, additional to that experienced overseas.

Under our proposed new eligibility criterion, those migrants including refugees, assessed as at 'high risk' will be eligible to receive assistance immediately. But this proposal, if acceptable, will take some time to put into general operation. Hence we believe an interim arrangement should be adopted.

It is therefore recommended that:

(6) In circumstances where the Commonwealth Employment Service considers newly arrived migrant youth to have little immediate prospect of being placed in employment, the transition allowance be payable if migrants' overseas education and unemployment experience meet the eligibility requirements for payment of the allowance.

7.3 PROGRAM SUITABILITY

The changes proposed to program eligibility criteria will enable assistance to be directed more readily and quickly to those in greatest need. In order to meet their requirements, there must be available a range of programs including work experience, training in vocational skills, and/or education in basic skills demanded in the labour market. Flexibility in the framework of provision is also required so that an individual may, if appropriate, be offered a package of different forms of assistance in combination or sequentially.

Our research indicates that, in a number of respects, present programs are limited in their capacity to respond flexibly to the range of needs of those who use them, or might wish to use them. In the following sections, proposals are made to enhance their effectiveness.

7.3.1 English Language Programs

Current arrangements fail to provide adequate English language tuition for those unemployed migrants who are handicapped by lack of English. We will propose below a more active role for CES officers in referring migrants to classes, and in liaising with colleges and other bodies to ensure that more courses, designed to help job-seekers with English language difficulties are provided. It is also essential that English language instruction be firmly integrated into the package of labour market programs.

It is general Government policy that combinations of English language and occupational training under labour market programs should be provided more widely.[6] However, in most cases present guidelines do not support and may even restrict this development.

Migrants with English language difficulties are designated as a priority group for participation under the Community Employment Program. Yet employers are not required, nor even generally encouraged, to assist participants in overcoming this particular handicap. Some employers do allow their employees some time off to attend courses, but this occurs largely at their own initiative, and is not a widespread practice.

Migrants with severe English language difficulties are also included within the target group of the training program for Special Needs Job-seekers (SNJ). However, as with the Community Employment Program (CEP), the actual training program is not specifically directed to the language issue, even though this is defined as the source of employment difficulty. Indeed, according to the CES Manual, the procedures for formal training under SNJ specifically preclude the approval of English language training courses for migrants.

The opportunity for young migrants of non-English-speaking background to improve their English through the General Training Assistance (GTA) program is extremely limited because English as a second language courses are not eligible for approval. While specialised vocational English courses can be approved, they must be related to occupations for which the job-seekers already possess the necessary qualifications and experience.

It is therefore recommended that:

(7) Instruction in English as a second language be permitted as a component of all labour market programs.

Where formal training is specifically funded through programs, as under the Commonwealth Rebate for Apprentice Full-time Training (CRAFT), this should include relevant English language instruction. With respect to subsidised employment schemes, such as the Community Employment Program, we propose below that the Department of Employment and Industrial Relations (DEIR) explore means of adding training components, which should include English. In any event, we believe that employers receiving subsidies should be actively encouraged to allow subsidised employees time away from the workplace to be trained in skills that will enhance their subsequent employability. Many employers may respond sympathetically.

To ensure the effective implementation of the recommendation for more integration of ESL provision into labour market programs, DEIR should take the initiative in liaising with both English language and vocational training authorities to ensure that the necessary courses are provided.

The Committee of Inquiry into Labour Market Programs has recommended that 'the Department of Immigration and Ethnic Affairs should, in consultation with the DEIR, seek to develop appropriate vocational English courses and courses which combine English language training with vocational skills training, to assist unemployed migrants' (Recommendation 7). We support this recommendation, but believe that the primary location of such provision should be in the technical and further education sector (TAFE), which is a major provider of vocational training generally, and also under the Participation and Equity Program, Labour Adjustment Training Arrangements and General Training Assistance programs. We believe there is considerable scope for adding English as a second language (ESL) courses to these programs to make them more accessible to migrants. As well, TAFE has a key role in the teaching of English for vocational purposes and as a means of obtaining entry to further training.

It is therefore recommended that:

(8) The Department of Employment and Industrial Relations consult with Technical and Further Education authorities and the Department of Immigration and Ethnic Affairs on the development of vocational English courses, and courses combining English language training with vocational skills training.

We envisage that these consultations will lead to broad agreements, within which consultations will proceed between CES regional and local offices, and individual TAFE colleges and Adult Migrant Education Services (AMES). These consultations can then lead to the establishment of specific courses to which CES offices may direct those registered with them.

Such proposals should lead to a greater degree of co-ordination between DEIR, CES, TAFE authorities and the Adult Migrant Education Program (AMEP). They should also make course provisions more accessible to migrants in the labour market. This should apply to TAFE vocational training, TAFE PEP courses, the TAFE Advanced English Program, and AMEP ESL provisions.

There is evidence of considerable demand for the types of ESL courses offered under the TAFE Advanced English Program, although the extent and nature of that demand have yet to be defined precisely. The proposals put forward in this Review will create an additional demand for these courses, as well as a demand for employment-oriented courses within the Adult Migrant Education Program. We do not believe that, at least in the short term, these demands can be adequately met solely by adjustments within existing programs.

We therefore propose that additional resources be made available to secure an expansion of places suitable for migrant job-seekers. The funds should be channelled through DEIR, which would thus be in a position to ensure that the type and location of courses meet the needs indicated by CES office data on local labour market conditions.

It is recommended that:

(9) An additional $3.0m be allocated to the Department of Employment and Industrial Relations in 1985/86 to allow it to enter into arrangements with Technical and Further Education authorities and the Adult Migrant Education Program to provide employment-oriented English courses, vocational English courses and English language assistance to migrants attending vocational skills courses.

The recommended sum is essentially for tuition and administrative costs associated with the increased provision.

The recommended funds should also be available for other services which it may be desirable to link with these courses. Experience with existing courses suggests that bilingual assistance may be particularly valuable in conveying information, or for providing counselling support to young refugees, without immediate family in Australia.

A further amount will be required by the relevant authorities to cover living allowances for participants attending full-time courses. The cost involved cannot be estimated with any precision because it is not possible to predict what proportion of the amount DEIR and the education authorities will deem desirable to devote to full-time English courses. In any event, those placed on full-time courses will have been in receipt of unemployment benefit, and thus the transfer to a living allowance at an approximately equivalent sum would involve no additional cost to the Commonwealth.

We are not able to indicate an appropriate funding level beyond 1985/1986. The data available on courses and participants in both AMEP and TAFE English programs is inadequate, which places a strong onus on the respective authorities to improve the level of information provided to Government. As well, AMEP is currently under review, and consideration will doubtless be given to the extent to which its resources should be aimed specifically to the needs of the migrant unemployed.

7.3.2 The Employment-based Schemes

Programs which place people in temporary employment dominate labour market programs, in terms of both budget expenditure and numbers of participants. The primary focus of the major programs, Special Youth Employment Training Program (SYETP) and Community Employment Program (CEP), is short-term job placement. The guidelines for both programs specify, as an aim, the acquisition by participants of 'work experience' to assist their future job-seeking, but in practice this appears to mean little, if anything, other than the provision of a limited period of employment. Neither program has an operational definition of work experience which might guide sponsoring employers or be a basis for monitoring the placements. The provision of vocational training beyond what is required to undertake the specific subsidised job is an incidental rather than an integral element of the schemes.

Within the other labour market programs the opportunity for unemployed people, and youth in particular, to undertake training to acquire specific skills, or overcome specific handicaps such as poor English, is extremely limited. Thus, for example, the numbers participating in the General Training Assistance program shrank from over 17,000 in 1980/81 to 3,353 in 1983/84. The Skills in Demand program is geared mostly to meeting industry needs rather than the needs of disadvantaged job-seekers. In any case, it is by far the smallest of the skills training programs.

This Review concludes that the provision of subsidised work, without explicit concern for the acquisition of experience and skills transferable to other employment, makes at best only very little difference to participants' future labour market prospects. There is a legitimate place within labour market programs for short-term job creation in its own right, but the issue is how to balance the objectives sought.

We believe that the balance in resource allocation should shift from the provision of work experience and temporary employment toward that of skills training both on- and off-the-job. Work experience programs should be for those individuals most likely to benefit: school leavers entering the labour force who have minimal or no previous work experience; those individuals who require work experience in occupations other than those in which they already have been employed; and migrants requiring local work experience to complement their overseas employment background.

Clearly, a concerted effort is required to increase the amount and standard of training to which unemployed individuals can have access through employment-based labour market programs. This view has been strongly expressed recently in other quarters.

The DEIR submission to the Committee of Inquiry into Labour Market Programs believed that the subsidised employment programs should broaden their objectives and content to include training, particularly for youth. With respect to those aged 19 and over, the submission called for

> 'consideration of the scope for adding a training dimension to wage subsidy arrangements by means of payment of off-the-job rebates where employers arrange training for subsidised employees whether in institutionalised or industry based training centres' (p.126).

Proposals to combine work experience with structured training form a major theme of the Committee of Inquiry's report to the Commonwealth Government.

A flexible approach needs to be adopted in determining how best to upgrade and integrate training components under the subsidised employment schemes. Past experience suggests that simply imposing a formal requirement that employers provide substantial training cannot be readily enforced, at least not without very considerable monitoring, or the possibility of severely limiting the number of willing sponsors. We support the recommendation of the Committee of Inquiry that pilot training arrangements for its proposed youth traineeship scheme be supported under the Experimental Training Projects program. We believe that there is scope more generally for DEIR to explore with employers and training authorities how structured training can best be integrated with subsidised employment for the benefit of those most disadvantaged.

It is therefore recommended that:

(10) The Department of Employment and Industrial Relations develop pilot programs combining employment and training as a basis for broader application within wage subsidy programs. The training components of programs should include both vocational skills, and, where appropriate, more general skills such as English for migrants of non-English-speaking background.

7.3.3 Community-based Programs

Since its inception, the major community-based program, the Community Youth Support Scheme (CYSS), has occupied an uncertain place among Commonwealth programs for the unemployed. While formally presented as concerned mainly with improving the employability of participants, many of the activities which operate under its umbrella are only minimally concerned with that objective. The program is capable of being very flexible in its response to the needs of unemployed youth, but the framework within which it is located and administered is inappropriate, and restricts the realisation of the Scheme's potential to assist young people in need.

The Committee of Inquiry has proposed that CYSS be developed into a permanent Australian youth service. Essentially this would involve broadening CYSS from a labour market program directed at unemployed youth, though youth would remain its primary target. The proposed youth service would provide advice, assistance and referral to more specialised services. It would be a focal point for co-ordinating local services to young people, and would advise other agencies of the needs of disadvantaged youth. The formulation of detailed plans for the service's role and functions, funding, administrative arrangements, priorities and primary target groups, and other key aspects, is to follow extensive consultation with state and local governments and non-government bodies. The Committee of Inquiry also proposed that a new community-based labour market program be established, which would include elements of Community Youth Special Projects (CYSP) and the Volunteer Youth Program (VYP).

This Review agrees that the presently prescribed objectives and activities for CYSS are in need of substantial adjustment. Projects and participants are not well served by guidelines which artificially contrive to combine distinct purposes. Different kinds and numbers of staff, facilities and external relationships are required by projects whose major focus is the provision of relatively structured educational and training programs, compared with those that serve mainly social welfare needs. CYSS balances uncertainly between its roles as an employment and training program and as a general youth support scheme. Its projects lack the clear mandate required to become truly effective in either capacity. They also lack the recognition and resources which should follow from such a mandate.

We therefore support the approach of the Committee of Inquiry, that there be two distinct and separately administered types of program, one concerned directly and mainly with employment and training services for the unemployed, the other with a broader range of supportive activities for youth. Such a development accords recognition to what has in fact taken place, and seeks to take the process further.

Both types of program are needed. The main focus of this Review has been on improving the labour market prospects of migrant youth, but whatever is achieved in this way there will simply not be enough jobs for all those wanting work. Many will remain without the opportunity to work or to be trained for extended periods. Their well-being in this situation demands the provision of facilities and opportunities for recreation and socialisation; for creative use of their time and talents; and for skilled counselling and support to help them cope with the material and psychological problems which many will encounter.

Changes in the overall structure within which community-based programs operate will benefit all participants. In addition, certain adjustments are required which will make programs more able to meet the particular needs of migrant youth.

With respect to the Community Youth Support Scheme, there is an explicit Government commitment to a greater ethnic community involvement, to the recruitment of officers who will work with migrant youth, and to the establishment of training programs to sensitise officers to migrant needs.[7] Our proposals are designed to give greater momentum to these commitments, with the general objective of making CYSS more responsive to the diversity of its target population.

Plans are already being developed to assist CYSS staff and management generally by providing training for them, and producing a 'project operation manual'. These are appropriate avenues within which guidance can be provided about the needs of migrant youth and how to respond effectively.

It is therefore recommended that:

(11) Training programs conducted or funded by the Department of Employment and Industrial Relations for the Community Youth Support Scheme Local Management Committee members and project staff include components relating to special needs of migrant youth, and how those needs may be met.

(12) The proposed 'project operation manual' for the Community Youth Support Scheme deal with issues and resources related to meeting the specific needs of overseas-born youth.

Both the training courses and the manual should be of value to people in projects other than CYSS who work with unemployed young people, and should be made available to them. This will also strengthen links between CYSS and those projects and will promote co-ordination and exchange.

Stronger links are also desirable between those conducting CYSS projects, and ethnic communities in their localities. Few projects have people of migrant background on their management committees, nor do their officers contact such people in the course of their work. The lack of such involvement means that often migrants have had little opportunity to understand the nature of the Scheme generally, or to influence the range of services being provided. This contributes to a situation in which many migrant parents have strong reservations about their children attending CYSS centres. We believe that the operations and image of CYSS projects would benefit if centres could seek the formal involvement of people from community groups which otherwise would be unrepresented.

It is therefore recommended that:

(13) Local Management Committees of Community Youth Support Scheme projects be permitted and encouraged to co-opt persons with knowledge of local migrant youth and their needs, if no such members have been elected.

The above recommendations are intended to strengthen the capacity of CYSS projects to respond appropriately to the needs of migrant and refugee youth within their localities. It would be unrealistic, however, to expect any single project to attract and work effectively with all types of youth. A degree of specialisation within the program is required, and is already permitted within the current guidelines. We believe it does not go far enough. Under present policy, grants cannot be made available to assist specific groups, such as migrant youth or women.

It is recommended that:

(14) Applicants for Community Youth Support Scheme grants be eligible for funding to run projects or specific activities within projects that have as their target specific migrant groups.

This may be the only way to provide adequate appropriate assistance to certain groups, for example by making possible the employment of staff with relevant community languages, or by specifying that certain projects be designed for female participation only.

In the course of consultations for this Review, many migrant groups expressed a willingness to do more for the youth of their communities. A significant hurdle to their involvement in CYSS is that existing community agencies are currently not eligible to apply for project grants.

This was not so at the inception of the Scheme, when voluntary agencies were in fact eligible. Shortly afterwards, however, the guidelines restricted eligibility to publicly elected committees. The issue was discussed in 1981 by a Task Force reviewing CYSS guidelines, which strongly favoured continuing with committees that had been elected. The report noted possible disadvantages of established bodies not being allowed to sponsor projects, but also noted some advantages. No strong case was advanced for completely excluding them, nor was one evident from our research. The restriction is applied only to CYSS - under CYSP, VYP and CEP, existing agencies are entrusted with grants to assist young unemployed.

It is therefore recommended that:

(15) Community groups other than specially elected local committees be eligible to apply for Community Youth Support Scheme grants.

On the basis of the views put forward in the consultations, it seems likely that most ethnic groups would be interested in offering assistance focusing on structured skills training and work experience, rather than on general support and advice. This approach is more compatible with CYSP and the community-based labour market program proposed by the Committee of Inquiry, rather than with

CYSS and the proposed Australian youth service. A significant barrier to groups applying under CYSP, however, is the requirement that they contribute 25% of project costs. This would certainly disadvantage most groups from communities which are only recently arrived - those communities most likely to have disproportionate numbers of youth who are unemployed. Under CEP there is provision for sponsor contribution to be waived in the case of non-government bodies, and a similar arrangement should apply with respect to CYSP.

It is therefore recommended that:

(16) Community groups be eligible to apply under Community Youth Special Projects for the total cost of training schemes for young unemployed.

7.3.4 The Education Programs

In times of economic buoyancy and high employment levels, educational participation and achievement are assessed largely by the kinds of jobs for which young people are being prepared. At times of high levels of unemployment, such as the present, the focus is upon education as a determinant of prospects for getting any job at all. As a consequence, the last decade has seen increasing interest by governments in the provision of programs to assist the preparation of young people for employment when they leave school. There have also been attempts to provide remedial or supplementary educational opportunities for those who have had little success in finding employment.

A major review of how migrant youth fare in the Australian schools system is outside the scope of this report, and was the subject of two previous studies undertaken by the Institute.[8] While, for the purposes of this study, we have looked in detail only at the provision of careers education in schools, some preliminary general observations may be in order.

A concern central to the Institute's previous examination of educational provision was the teaching of English as a second language (ESL) to children born overseas, since English competence is critical in determining their social and economic opportunities throughout their lives. Attention was drawn in the Evaluation of post-arrival programs and services for migrants to data inadequacies, which meant 'that it is simply not possible to monitor whether migrant children are being provided with the quality of educational provision to which they are entitled' (p.106). Whether those most in need were receiving ESL assistance could not be monitored. Nor could the extent of need for ESL assistance among children be assessed.

Recommendations to fill these vital gaps in knowledge were made and accepted by Government, and some progress has been made towards their implementation. However, as the 1984 report A national language policy by the Senate Committee on Education and the Arts noted: 'the extent of need for ESL among children...is not known precisely' and 'the English language competence of children who speak English and another language, or languages, in the home is not known'.

In the period during which this report was prepared, the Government introduced the Participation and Equity Program, which is intended to stimulate significant change in secondary education, of a kind that will affect both education participation rates and educational outcomes. More recently, strong support for major reforms in the quality and relevance of secondary education - to better, in particular, the employment chances of young people - has been given by the report of a review team from the Organisation for Economic Co-operation and Development.

The Institute welcomes the explicit recognition given under PEP guidelines that attention should be given to migrant, including refugee, groups who are under-represented in education, and whose needs are not adequately reflected in the content of curricula, insofar as there is too little special assistance such as teaching English as a second language. Of other neglected areas in which action is urgently required, careers education and counselling is one of high priority.

Our review of what schools are doing in this area and of associated work experience provisions, reveals a situation which is quite unsatisfactory for students generally, and is particularly so for migrant youth of non-English-speaking background. Widespread agreement was found that the careers education and information needs of overseas-born youth and their parents may be special or different, because of their English language difficulties, their values and expectations, and their lack of knowledge of Australian education systems and the labour market. However, little was being done to respond to these special needs, neither in the training of careers teachers, nor through the provision of material in community languages or the use of bilingual staff and interpreters in schools.

It is beyond the scope of the present Review to make detailed proposals concerning the general problems which beset careers/transition education. Our findings will be drawn to the attention of the Schools Commission and state education authorities, and we ask them to consider the resources and strategies required to improve teacher education in this respect, and the status and time allocated to careers education in school curricula.

A number of specific measures are required to improve careers counselling for migrant youth with particular needs. Ideally, information and advice should be communicated to migrant children, and their parents, by school-based bilingual staff. Given the diversity of groups which constitute any single school community, and the current ratio of careers teachers to students within each school, education authorities will need to explore a range of other approaches, for example:

- the appointment at regional levels of bilingual careers counsellors who between them can speak the range of languages needed to cater for youth in schools in their respective regions
- the compilation of registers of institutional and community resources for careers education and counselling, including translation and interpreter services available to schools.

Pre- and in-service teacher training programs should, as a matter of course, prepare teachers for working with students of diverse backgrounds. Those responsible for the programs would be encouraged to include components dealing with such matters if guidelines and resource materials, based on tested approaches, were more widely available. While some relevant programs have already been mounted, we would like to see several established with the specific purpose of providing a basis on which various approaches may be employed and evaluated, and the experience gained disseminated for use elsewhere.

It is therefore recommended that:

(17) The Schools Commission fund three pilot careers education/counselling programs in areas of high migrant density, leading to the preparation and publication of suggested strategies and source materials for careers teachers assisting migrant students. The programs should be commissioned as a Participation and Equity Program project of national significance.

Commonwealth support for educational provision for unemployed youth has expanded greatly in scope and nature since it was introduced in 1977. It is presently funded through the Participation and Equity Program and covers a wide variety of courses, largely located in TAFE institutions. PEP embraces a range of course provisions and other initiatives intended to facilitate access to TAFE by groups perceived to be disadvantaged. We have proposed an expanded role for DEIR in encouraging the provision of vocational training courses which include ESL support, and vocationally oriented ESL courses. We also urge state PEP committees to examine whether migrants are adequately catered for under PEP. The committees should encourage TAFE bodies to extend the provision of courses that include ESL components, and to make submissions for the funding of vocationally oriented ESL training.

Our survey of courses indicates that, except in cases where they are specifically targetted, they do not appear to be very attractive to migrant youth. Two factors contributing to this are the courses' content and status. The emphasis in many courses on diffuse objectives such as 'personal development' is not as appealing as might be a focus on immediately recognisable vocational skills, or on traditional educational ones such as literacy and numeracy. The point is important because many courses do not at present offer clearly identifiable stepping stones to further education, training or employment. This was widely seen as a disincentive to migrant participation.

It may be that these issues will be more effectively addressed within the Participation and Equity Program than within its predecessors, the Education Program for Unemployed Youth and the School to Work Transition Program. The establishment of clear lines of progression from courses to other educational and training opportunities is an issue which the TAFE Council has acknowledged, and has encouraged state TAFE authorities to address.

A related issue is the marginal nature of much provision under the TAFE Advanced English Program. Except where ESL is linked or integrated into an established vocational course, or where the course is directed to a specific employment requirement (such as preparation for an examination for a certificate), the employment and training benefits to students remain limited. We draw the attention of TAFE authorities to this matter and urge that preference be given to submissions for courses which have well defined employment and training objectives.

The circumstances of the establishment and expansion of the Education Program for Unemployed Youth were such that staff were recruited and put to work without the benefit of substantial training programs to prepare them for their new and extremely challenging roles. The Institute welcomes the fact that the TAFE Council considers staff development a priority for the Participation and

Equity Program. Within staff development schemes, attention should be given to possible program implications of the diverse backgrounds of students. This is underscored by the designation of certain migrant groups as priority targets under PEP.

While most migrant youth can be expected to participate in courses aimed at students generally, there is also a clear need for special courses where content, length and staffing take account of the needs of new arrivals with little English. Where possible, the client group for each course should be of the same language background, thus enabling bilingual staff to be employed who can assist in providing information and advice to students. The interests of young women may best be served by arranging separate classes for them, or at least by attending to the balance between male and female students.

Only a very small number of migrant-specific courses have been conducted. In part, this may be because of concern among some staff that targetting is a barrier to the integration of migrants with other students, and may stigmatise them. These concerns need to be weighed against the experience with targetted courses. Within both general and migrant-specific courses a variety of approaches have been used to meet particular needs of overseas-born youth. There has as yet been little opportunity for staff to share their experiences and to discuss issues of common concern, such as

- the appropriate objectives and length of courses
- the personal counselling needs of refugees without parents in Australia
- contact between teachers, parents and ethnic community groups
- encouraging interaction with Australian-born youth
- the desirability of separate classes for males and females.

It is therefore recommended that:

(18) As part of the Participation and Equity Program a conference be convened on the educational needs of unemployed migrant, including refugee, youth.

This should bring together education policy-makers and program providers from both TAFE and AMES, including teaching staff and representatives of interested bodies, to exchange information and views about relevant needs and the steps that should be taken to meet them. Indeed, any means of improving current programs and services could be discussed.

7.4 THE COMMONWEALTH EMPLOYMENT SERVICE

Assessing risk of prolonged and recurrent unemployment as a basis for determining eligibility for programs implies major changes in CES registration procedures and job placement mechanisms. Currently these procedures emphasise filling a vacancy (whether unsubsidised, subsidised, or a place in training course) rather than assessing the occupational and training needs and preferences of individuals. We propose that the emphases in CES procedures shift to:

- identifying and assessing individuals in need of assistance
- devising packages of assistance comprising work experience, skills training and education in various combinations
- monitoring the progress of assisted individuals.

As described in Chapter Four, we found migrants highly dependent upon CES for both finding employment and being placed in labour market programs. Our examination of CES, however, gives rise to a number of concerns about how effectively it serves the needs of migrants, particularly those with English language difficulties.

The CES registration interview is the first direct contact between CES and the job-seeker, and is the mechanism through which initial assistance is provided. The interview provides CES with information on the registrant's employability and desired areas of employment, and is intended to provide the job-seeker with basic information on CES services. It can also be used to refer the client to more specialised counselling services. The accuracy and substance of the information exchanged by both parties is central to CES effectiveness. In some cases, however, registration interviews are conducted under considerable time pressure or in physical conditions not conducive to individual needs being adequately assessed. There are insufficient bilingual officers and interpreters to assist persons with little English language competence. It is essential that the central role of the registration interview be recognised, and be seen as a CES activity of the highest priority.

In future, a crucial component of the registration interview should be an assessment of risk of experiencing protracted periods of unemployment. Following Recommendation (1), individuals assessed as being at high risk should be immediately eligible for assistance under labour market programs and should be placed on appropriate programs as soon as practicable. The general introduction of risk assessment should follow implementation of the procedures to develop the scale set out in Recommendations (2) and (3).

Accordingly, it is recommended that:

(19) Assessed risk of prolonged and recurrent periods of unemployment be determined at the time of registration with the Commonwealth Employment Service.

In offices that cannot find adequate resources for the type of registration interviews proposed, a two-phase system could be introduced. Initial registration should be followed, for those assessed as being at high risk, by a second interview where a thorough assessment of individual needs is made and a program of co-ordinated assistance developed.

The interviewing CES officer should identify the specific needs and preferences of the registrant, and on this basis design the most appropriate package of assistance, whether employment, on-the-job training, formal education opportunities or some or all of these in combination.

It is recommended that:

(20) Where the job-seeker is assessed as being at high risk (or has been continuously unemployed for more than six months), a program of assistance be developed, including employment, on-the-job training, formal education and English as a second language instruction where appropriate.

The design of 'program packages' will involve CES officers in a liaison and referral role with course providers. In particular, CES is the appropriate source of local information concerning employer requirements and the needs of job-seekers. Where migrant job-seekers have language difficulties, the CES has a responsibility to ensure that they are helped to learn English of a kind that will assist them to obtain employment. This responsibility will necessitate CES having a more active and direct referral role, and becoming more involved in ensuring that language courses are occupationally oriented.

Recall interviews are currently used by CES as a means of placing individuals on programs and in jobs, providing counselling to job-seekers, and updating job-seeker registers. The Institute proposes that the function of recall interviews should be to assess, counsel and place unemployed people not initially identified as at risk, but who have nonetheless experienced 6 months' unemployment. As the major determinant of program eligibility will be high risk, determined at initial registration, the current system of recall interviews could be simplified, with emphasis being placed on a major interview after 6 months' unemployment. This approach would release some resources, currently allocated to four- and eight-month recall interviews, which can then be focused on the significant stages of registration and the six-month recall interview.

It is therefore recommended that:

(21) Commonwealth Employment Service recall interviews be held after six months of unemployment.

The Institute's research found that migrant job-seekers, particularly those with limited English, were disadvantaged by existing procedures in registrations, occupational coding, matching and self-service. There are a number of mechanisms which can be used to alleviate the problems faced by migrants with poor English. In those CES offices where significant numbers of job-seekers find difficulty in using self-service, and are disadvantaged by the occupational coding and matching procedures, the following measures, already used in some offices, should be considered for more widespread adoption:

- scheduled and publicised deployment of interpreters and bilingual officers at self-service at fixed and regular times
- systematic use of Job Bank's search facility as a substitute for self-service in the case of those with language and literacy problems, at regularly scheduled and publicised periods during the week
- priority be given to matching vacancies to those occupation codes which are known to include job-seekers disadvantaged in the use of self-service

As a corollary, local employers should be encouraged to provide vacancies and training placements in those occupations and industries sought by disadvantaged job-seekers, and the employment and language skills of migrant job-seekers should be drawn to the notice of employers. The adoption of such approaches, where appropriate, would suggest the desirability of each CES office operating in a more flexible manner to meet the demands of the local labour market.

The use of two or more occupational codes on the proposed computerised registration cards should be encouraged. This would allow the range of work experience and occupational aspirations of job-seekers to be coded. Such a step would be particularly desirable in the case of the recently arrived who, irrespective of earlier training and experience, may be coded, because of their limited English, only in basic manual and other unskilled codes.

7.4.1 Multilingual Services

Migrants with language difficulties require the specialist assistance of interpreters or bilingual officers. Although there has been some improvement in recent years in the deployment of CES interpreters and bilingual officers, language resources remain scarce, particularly for the languages in greatest demand, most notably those of the more recently arrived communities. We are mindful that language needs are not unique to young job-seekers. It would be inappropriate to recommend any specific measures to meet the needs of youth without considering the older migrants with language problems.

Given the demonstrated difficulties experienced in CES by job-seekers with limited English, the Institute strongly supports the call in the report of the Committee of Inquiry into Labour Market Programs that CES continue to expand its services to people whose English is poor. A number of initiatives should be taken by CES to improve its recruitment of persons with language skills, and their deployment according to need. The CES should recruit more officers with language skills, and incentives should be introduced to ensure that those skills are more effectively utilised.

Therefore, it is recommended that:

(22) Relevant language skills be used as a secondary selection criterion in the recruitment of employment officers.

This recommendation will further implement the Government policies that the Australian Public Service should extend its activities to recruit and effectively deploy more bilingual staff, and should develop secondary selection mechanisms to take account of linguistic ability in the recruitment process.[9]

The Committee of Inquiry's report noted that the allocation of CES staff resources was under review. The Institute believes that a system of staff deployment is required which would take account of the characteristics of CES office clients, including English language proficiency.

It is therefore recommended that:

(23) The Department of Employment and Industrial Relations' review of Commonwealth Employment Service staffing and location policies include the deployment of bilingual officers in the CES network, so that the needs of migrants with language difficulties can be met more effectively.

This recommendation is in line with Government policy to distribute bilingual recruits according to assessed departmental need.[10]

Even if recruitment, deployment and utilisation of bilingual officers become more effective, there will be some communities, particularly those with a high proportion of newly arrived members, who will probably remain poorly served. The Institute's research indicates that interpreters are a critical resource in effectively assisting non-English-speaking migrants, partly because they can be deployed with flexibility. The CES should therefore recruit and deploy additional interpreters to provide adequate language services to these communities. As a basis for determining an adequate level of interpreting provision, interpreters should, in the first instance, be provided at a rate of one interpreter for every 200 migrant clients with limited English language proficiency. On this basis, there would appear to be a requirement for an additional 70 interpreters in 1985/86, at a cost of approximately $1.4m.

It is recommended that:

(24) In each language group there be at least one interpreter for every 200 Commonwealth Employment Service users assessed as having poor proficiency in English. In 1985/86, an additional $1.4m should be provided for this purpose.

There are a number of general issues related to making effective use of bilingual officers and interpreters that this Review has not been able to address in detail. This applies particularly to matters where, on every ground, regard should also be paid to the needs of older migrants.

Accordingly, it is recommended that:

(25) A review of CES language services be undertaken to determine requirements for 1986/87.

The introduction of Migrant Resource Officers (MRO) has established a method of assisting migrant job-seekers. The Institute considers that the designation of Senior Employment Officers specifically to serve the needs of migrant job-seekers was justified, given that their needs were not being adequately met. However, our research disclosed that current arrangements concerning Migrant Resource Officers had a number of limitations.

- The MROs are recruited as generalist officers according to standard CES procedures.
- MROs work at the discretion of office managers and are frequently deployed in activities other than those specified for their position; the MRO position is effectively part-time.

It could be argued that the MRO position should be located at the Zone office, where the MRO would operate in a manner similar to that of the present Employment Counsellors. Such a change would permit the recruitment of personnel according to a 'specialist' duty statement. It would also protect the MRO position from deployment by office managers according to the daily demands of client servicing. Operating from Zone level, MRO activities and deployment would be determined as a result of periodic consultation and review between the Zone and office managers, together with Regional Migrant Services Sections.

The Institute believes, however, that the relocation of MROs at Zone offices would be an inappropriate solution for those offices with high numbers of migrant job-seekers (1,500 and over). A migrant specialist officer operating from the Zone office would have limited knowledge, involvement and influence in office activities. Those offices with the highest number of migrant job-seekers require a full-time migrant specialist officer, supported by interpreters and bilingual officers. The Institute considers that there are advantages in specialist services for migrants in other offices (i.e. those with fewer than 1,500 migrant job-seekers registered) being provided from the Zone office on a visiting basis. Such an officer would also be in a position to co-ordinate and supplement the activities of the MROs deployed in offices with high numbers of migrant registrants.

It is therefore recommended that:

(26) Migrant specialist positions be created in Commonwealth Employment Service Zones where there are significant numbers of migrant clientele. Officers holding such positions would co-ordinate and supplement the activities of Migrant Resource Officers based in CES offices, and would carry out MRO functions on a visiting basis in other offices.

This recommendation would require the creation of migrant specialist positions in some 17 Zones. In five instances these positions could be filled by re-deploying an existing MRO from an office within the Zone. The remaining MROs would be deployed in offices where 1,500 or more migrants were registered.[11] The role and deployment of Migrant Resource Officers should be reviewed at the same time as those of interpreters and bilingual officers, as proposed above.

Migrant Resource Officers can only be effective if managers accord high priority to assisting migrant job-seekers. Particular attention should be given to the following functions:

- the collection and monitoring of statistics on migrant registration, referral and placement, together with program participation
- the participation in the development of program packages for migrants assessed as being at high risk
- the co-ordination and planning of program delivery to migrants which will involve the Migrant Resource Officer in a liaison and referral role with course providers, for example Adult Migrant Education Services, technical and further education colleges, and employers
- the promotion to employers of the employment skills and training potential of migrant job-seekers.

We regard the last function as of particular significance. Too often, the focus of attention with respect to migrants is on their disadvantages, such as poor English. Yet in many areas, the ability to speak a language other than English could be a valuable asset for employers wishing to attract customers of non-English-speaking backgrounds.

Though an increase in language resources and specialist migrant officers is imperative, it is equally important that all members of staff maintain a responsibility for and involvement in assisting migrant clients. The work of MROs and in-office trainers in sensitising colleagues to migrant needs should be encouraged.

7.5 CO-ORDINATION AND EVALUATION

This Review has drawn attention to the incremental, fragmented and unco-ordinated nature of program development, resulting in a proliferation of programs in recent years. Similarly, the report of the Committee of Inquiry into Labour Market Programs has drawn attention to the lack of co-ordination between labour market programs, and between such programs and education, training and employment. It has proposed the establishment of a National Council for Training and Employment (Recommendation 79) whose main role would be to:

- develop a clear set of objectives for national labour market policy and programs
- co-ordinate employment and training developments in the states and territories
- generate public debate, discussion, research and dissemination of information on labour market matters.

The Institute supports such proposals, and sees a need to ensure that such a Council is sufficiently responsive to the special needs of migrants, particularly at the stage when labour market programs are being developed. The Committee of Inquiry envisaged that a national council would include representation from government, unions, employers and the community, thus making it more effective as a means of stimulating ideas and co-ordinating action. We propose that the council should also include migrant representation, following appropriate consultation.

We therefore recommend that:

(27) The proposed National Council for Training and Employment, or its equivalent, include migrant representation.

Given that migrants are significant users of programs and services, such representation is essential to ensuring that their interests are adequately voiced and represented. Reference has already been made to CYSS, where there is inadequate migrant representation at the state Advisory and Local Management Committee levels. Likewise, in the case of CEP, although Commonwealth and State Secretariats were aware of the difficulties of migrant groups in seeking funding, only in Western Australia and the Australian Capital Territory did the Consultative Committee established to review project applications include a formal representative of migrant communities. This is in contrast to the representation of trade unionists, women, youth and Aborigines who were included in all states and territories. In the case of PEP, migrant representation has been addressed through Ethnic Communities' Council membership of all state PEP committees. Thus, indirectly a broad range of organisations are represented, such representation being considered vital to the success of the Program.

It is therefore recommended that:

(28) In the case of the Community Youth Support Scheme and the Community Employment Program, provision be made for migrant representation on state advisory committees and Commonwealth and State Secretariats responsible for these programs.

7.5.1 Monitoring and Evaluation

This Review has noted the lack of detailed data necessary to develop and administer programs. The regular ABS Labour Force Surveys allow estimates to be made for the dozen largest birthplace groups, but even for the largest of these groups, the labour force status of teenagers and young adults cannot be estimated reliably. Census data on labour force status at five-year intervals is too infrequent to provide useful information. Given the much higher rates of unemployment among young migrants and recent arrivals, regular and frequent collection of data on the labour force experience of birthplace and age groups should be an integral part of the Labour Force Surveys.

It is therefore recommended that:

(29) a A supplementary survey of migrants in the labour force be undertaken at least once a year by the Australian Bureau of Statistics.

b The survey collect information on the labour force status of cross-sections of birthplace groups and include details on age, gender, education levels, English language proficiency, period of residence and marital status.

The Committee of Inquiry into Labour Market Programs stressed the need for ABS to adopt a more outward approach, including doing more in the way of co-ordination and communication. It urged major users of labour force statistics to give ABS clear direction on their overall requirements from the Census and other surveys. The Institute supports the Committee of Inquiry's efforts to establish a mechanism whereby user requirements and priorities can be better met. In particular, we note Recommendation 14 of the Committee's report, which proposes that DEIR and the Bureau of Labour Market Research take steps to assist major users to submit an annual statement of their requirements and priorities to ABS.

It is therefore recommended that:

(30) In planning and developing the recommended supplementary labour force survey, the Department of Employment and Industrial Relations and the Bureau of Labour Market Research, consult with the Department of Immigration and Ethnic Affairs and state ethnic affairs authorities, and the Australian Institute of Multicultural Affairs, on developing a detailed proposal, to be submitted to the Australian Bureau of Statistics within six months.

The Institute also sees a need for more operational data which will enable program planners and providers to monitor and evaluate programs and services. Two types of operational data are required:

- data on the registered unemployed and those eligible to participate in programs
- data on actual users of programs and services.

At present, the CES job-seeker registration cards record birthplace, year of arrival, age, sex, English language skills, occupational code, (un)employment experience as well as contact with CES. This set of data is recorded for all people registered with CES and thus contains unique information on unemployment experience by a range of demographic characteristics. It also provides valuable information on the use of CES and its programs by the unemployed. The CES publish, on a quarterly basis, selected data from these job-seeker cards. Separate figures are included for Aborigines and disabled persons, but not for migrants. There is a strong case for improving the collection, processing and release of the data. As described in Chapter Five, the failure to maintain at each CES office a separate record of migrants with language difficulty made it difficult to monitor their placement on programs.

The Institute welcomes the CES proposal to computerise its registration records.

It is recommended that:

(31) The Commonwealth Employment Service develop a computerised system which would:

- (i) utilise migrant data presently recorded on its job-seeker registration cards. This should include country of birth, English language proficiency ard year of arrival, together with particulars of risk assessment, and with provision also being made for the coding of data on multiple occupations
- (ii) include provision for access to the data base, to allow monitoring of the extent to which migrants with particular birthplaces, degrees of language proficiency, periods of residence, and levels of unemployment risk are participating in programs
- (iii) allow quarterly release of aggregated data on unemployment risk, as assessed, cross-classified by characteristics that include age, gender, birthplace, year of arrival and English language proficiency.

Clear inequalities in access were identified from a variety of surveys undertaken for the Review. The Institute, however, found that while much was available on program participants through the Management Information System, it was inadequate for identifying migrant participants by birthplace, English proficiency, or period of residence. The importance of birthplace records for monitoring and evaluating access to programs was outlined in Chapter Five, which highlighted the significant under-representation of migrants in a number of programs. Such information should be readily available to program planners, both in relation to program participation and post-program performance monitoring.

It is therefore recommended that:

(32) As part of the systematic evaluation of programs, the Department of Employment and Industrial Relations collect and publish every quarter, computerised aggregate information on program participants, such information to include birthplace, English language proficiency and period of residence.

The extent of information collected on CEP and CRAFT has been identified by this Review as a matter of concern. Not only was there no information on the birthplaces of individuals, but it was impossible to determine the number of migrants assisted under the programs. In the case of CRAFT, no birthplace records are collected, while with CEP only migrants with language difficulty are currently identifiable in program records.

It is therefore recommended that:

(33) The Department of Employment and Industrial Relations amend the form used by employers applying for the Commonwealth Rebate for Apprentice Full-time Training so as to include information on the birthplaces of apprentices.

On a broader front, this Review has encountered difficulties in ascertaining the degree of participation by migrant youth in TAFE provisions. These difficulties result from general data deficiencies in TAFE. While some progress has been made in developing a national TAFE statistics base, the current situation remains inadequate. No state TAFE authority is able to provide reliable data on migrant students.

It is therefore recommended that:

(34) The Technical and Further Education Council ensure that information concerning the birthplaces of students is collected and incorporated with other data.

7.5.2 Policy Development and Implementation

All recommendations related to the collection of adequate data are central to future management and evaluation of labour market programs and services. Such data will be of particular importance to the proposed National Council for Training and Employment, one of whose functions is intended to be the evaluation of programs. The Institute believes that BLMR should have a central role in both policy development and evaluation, and that the Bureau's resources should, therefore, be available to the proposed council. The resource requirements and organisational implications of it playing this role should be considered as a matter of urgency.

Recent internal reviews within CES and DEIR have identified administrative difficulties that have emerged over the last six years. The problem in separating the responsibility for policy development (located in DEIR policy and program divisions) from the responsibility for implementation (located in CES) have been addressed by several recent administrative changes. These include the creation of the merged National Director-Deputy Secretary position within CES in July 1984, aimed at tightening the link between operational programming and policy formulation. They also include the development within DEIR of corporate planning and management processes. Recently established key policy and administrative committees, with Central Office, Regional and CES representation, are designed to foster more effective, integrated activity - in particular, closer liaison between CES and the Central Office, and between the Central Office and the Regions through to Zones and CES offices. The introduction of the CES Management Improvement Program principles (November 1984) is also aimed at improving CES administration and ensuring more effective servicing of clients.

There is every reason to hope that the establishment of the proposed national council will forge further links between policy formulation and its implementation. These links will be enhanced if the council ensures continued monitoring of outcomes, and if it maintains an effective on-going program of evaluation and review. Any simplification of program arrangements should not be allowed to reduce the capacity to respond sensitively to the particular needs of migrants or, indeed, of other clients regarded as having special needs.

FOOTNOTES

1. Decision no.87 of Post-arrival programs and services for migrants states: DEIR to give high priority to encourage participation in training and related programs by migrant adults and youth from groups which have high rates of unemployment, and low rates of participation in programs.

2. Research by BLMR has indicated that prolonged unemployment may adversely affect program outcomes. See Baker (1984) p.36.

3. Table 1 is an example of a risk scale, constructed from the analysis of the 1983 General Survey. A person's score is obtained by summing the points associated with each attribute to give an estimate of his or her risk of unemployment, ranging form zero to 100. The total points can then be matched against the risk category at the bottom of the table.

   For example, a female (11 points), aged 15-19 years (8 points), with no technical education (19 points), with less than 2 years labour force experience (18 points), but who had worked while at school (0 points), currently looking for work in a manual occupation (23 points), born overseas but resident in Australia for more than five years (0 points), and with low English proficiency (3 points), would score a total of 82 points, which would show her to face a high risk of unemployment.

   This method provides a quick and relatively easy method of identifying those who are potentially at high risk of unemployment. While it follows that there will be some who, while theoretically at high risk, may in practice experience little or no unemployment, such a scale averaged over a large sample should show a high degree of accuracy.

   However, these scales do have some limitations. Firstly, they are accurate only in so far as they are applied to persons who would normally fall into the sample from which the scales were derived. The scales derived from the Institute's General Survey data are based on the experience of individuals aged 15 to 30, sampled in inner city areas of Adelaide, Melbourne and Sydney, with separate points for assessing the characteristics of the Australian-born, and longer and shorter resident overseas-born. The validity of the scales for persons not sharing these particular attributes has yet to be assessed. Secondly, their accuracy is also limited by the number of individual characteristics used to construct them. The greater the number of characteristics included, the more dependable the predictions achieved are likely to be.

Table 1: Identifying risk groups by allocating points*

Gender:	Male	0
	Female	11
Age:	15-19	8
	20-24	10
	25-30	0
Technical education:	None	19
	1 or 2 years	12
	3 or more years	0
Labour force experience:	2 years or less	18
	3 or 4 years	7
	5 to 7 years	1
	8 or more years	0
Worked while at school:	Yes	0
	No	7
Normal type of work:	Manual	23
	Non-manual	0
Birthplace:		
Overseas-born	resident less than 5 years	9
	resident more than 5 years	0
Australian-born		0
English language proficiency:	Low	3
	High	0

* estimated from a regression equation (calculated) through the origin, scoring unemployment experience from 0 to 100, and using dummy independent variables.

Risk Scale	
No risk	0 to 16
Low risk	17 to 36
Medium risk	37 to 54
High risk	55 to 100

4. Research undertaken by BLMR indicates that the probability of finding employment declines sharply during the first six months of unemployment, after which the chances of obtaining employment stabilise at a relatively low level, gradually worsening thereafter (see Figure 7.1).

5. These include:

. at high risk	75,200
. unemployed 6 months or more, but not at high risk	44,200

Migrant youth would constitute at least 18% of these groups.

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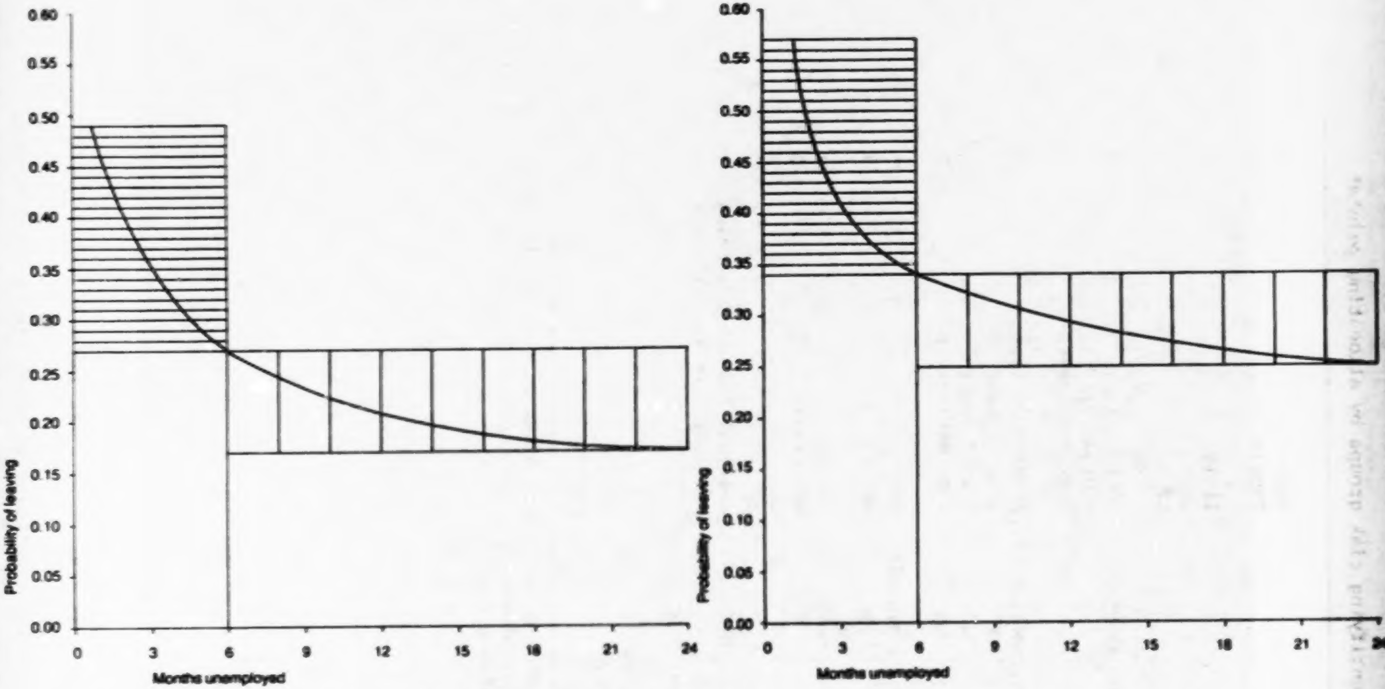

Figure 7.1 Estimated hazard functions by age probability of leaving unemployment within one month. Males, 15-24-year-olds and females, 15-24-year-olds

Source: *Conference Paper No. 47*, the probability of leaving unemployment: the evidence from Australian gross flows data. Clive Brooks and Paul Volker, BLMR September 1984 (p.13).

The total of 119,400 can be compared with the number of youth currently eligible for programs and with numbers of youth participating in programs. Eligibility for the two largest programs, CEP and SYETP, arises from prior unemployment of three and four months respectively. At any time, up to 190,000 young people are eligible to participate in these programs. Under the Institute's proposals, eligibility would be based on assessment of risk after six months' unemployment, hence the total number of potential participants in programs would be between 25% and 37% lower.

What of the number of actual participants? Over the full year 1983/84, the number of young participants in SYETP, CEP and WPP was 132,600. If youth in other programs are included, then the total number of youth placed during the year was little different from the numbers that on current figures would be eligible under the proposed arrangements.

Estimates of the 15 to 24-year-old population eligible for program participation were derived as follows:

(a) Estimate of population at high risk of unemployment experience

Group	Number currently unemployed	% population at risk*	Number at risk
Australian-born	235,700	26.3	61,989
Overseas-born	53,300	24.8	13,218
			75,207

* proportions based on 1983 General Survey data.

(b) Estimate of population currently unemployed six months or more, but not assessed at risk

Group	Number currently unemployed	% population at risk*	Number at risk
Australian-born	67,100	53.4	35,831
Overseas-born	14,200	59.0	8,378
			44,209

* proportions based on 1983 General Survey data

(c) Estimate of migrants with language difficulty who have currently been unemployed for less than six months, based on DEIR survey of migrants registered at CES, is 7,355. A large percentage of these people will also be at high risk of unemployment experience, but it is not possible to separate them from the total.

6. Decision no.84 of Post-arrival programs and services for migrants states: Under employment training programs, more migrants should receive a combination of language teaching and occupational retraining. Greater consideration to be given to the special needs of migrants in training programs.

7. Decisions nos.85 and 86 of Post-arrival programs and services for migrants states:

   Information on participation in CYSS by different groups to be collected by DEIR and ethnic community groups working with young people to be encouraged to participate in the program. [no.85]

   DEIR is
   - to institute training programs for CYSS officers to sensitise them to migrant needs
   - to employ Ethnic Project Officers in areas with high concentrations of migrant unemployed
   - to select suitable women Ethnic Project Officers where appropriate. [no.86]

8. The Review of multicultural and migrant education (1980) and the Evaluation of post-arrival programs and services (1982).

9. Decision no.38iii and iv of Post-arrival programs and services for migrants states:

   Preferred language capabilities to be mentioned in advertising job vacancies and duty statements. LAPA be used as incentive to attract suitable applicants. Secondary selection mechanisms to be developed to take account of linguistic ability in the recruitment process. [No.38iii]

   LAPA be awarded to officers willing to serve a number of offices on rotating basis whilst departments have insufficient number of bilingual officers. Departments with large ethnic clientele to establish pools of bilingual officers to be rotated on needs basis. [no.38iv]

10. Decision no.38ii of Post-arrival programs and services for migrants states:

    The PSB to record the language skills possessed by Commonwealth entrants and distribute bilingual recruits according to assessed departmental needs.

11. The approximate cost of an additional twelve Class 5 officers would be $0.3m.

This appendix summarises the main components of currently operating Commonwealth labour market programs and schemes. It includes those discussed in Chapter Two and those of less direct relevance to migrant and refugee youth. The sources of statistics used have been the annual reports of the programs themselves, Commonwealth Budget Papers and the 1984 Department of Employment and Industrial Relations (DEIR) Submission to the Committee of Inquiry into Labour Market Programs. Some discrepancies exist in the participant and expenditure details given in these sources.

COMMUNITY-BASED YOUTH PROGRAMS

Community Youth Special Projects

The objective of CYSP is to promote the provision of full-time structured community-based training opportunities for those unemployed young people at most disadvantage in the labour market.

CYSP evolved from Special Projects (Community Youth) introduced in 1977. In 1980/81 funds were provided for the development and operation of a number of experimental community-based projects, which were later (1981/82) called CYSP.

Training is provided in the form of full-time courses for a minimum of 12 weeks and a maximum of 12 months. The core curricula should provide vocational training in occupational areas assessed by the Commonwealth Employment Service (CES) as providing trainees with reasonable post-training job prospects. They must also offer work-related training and education - including training in life skills, personal development, remedial education and work experience.

Target Group: CYSP is directed to young people aged 15 to 24 years who have been unemployed for a minimum of 4 months in the previous 12 months. Emphasis in the guidelines is placed upon sponsors making efforts to encourage participation of trainees who have been unemployed for at least 8 of the last 12 months.

Assistance Provided: Grants are available to eligible community organisations to meet the operational costs of individual projects. Usually the cost of course provision is shared between the Commonwealth and the community organisation on a 3:1 basis.

The Commonwealth subsidy per trainee should not exceed 75% of the average cost of such provision in a TAFE institution as estimated by DEIR in consultation with TAFE. An allowance equivalent to unemployment benefit plus $6 a week is paid to eligible participants.

Sponsors must be incorporated non-profit organisations, including local government authorities and voluntary, service and church organisations. Proposals for funding must indicate that prior consultation has taken place with TAFE (on the nature of content of course provision and the possibility of utilising TAFE facilities and instructors), and with employer, employee and other relevant organisations.

The CES is closely involved through the identification and referral of young people for training courses, and the subsequent placement of the young people including, where appropriate, further assistance under labour market training programs.

Overseas-born Youth: Community organisations which receive CYSP grants are required to consider particularly disadvantaged groups such as migrants.

Numbers Assisted and Expenditure: Fourteen projects were in operation in 1983/84.

	1980/81	1981/82	1982/83	1983/84
Participants	400	586	950	1,780
Expenditure	$0.21m	$0.59m	$1.50m	$2.79m

Community Youth Support Scheme

The objective of CYSS is to encourage communities to assist local unemployed young people to develop their capacities for obtaining and retaining employment, and also to become more self-reliant during periods of unemployment.

The Scheme was introduced in 1976 to encourage community involvement in the provision of supportive programs and services to the young unemployed. A Budget decision to abolish CYSS in 1981 was met with a nation-wide campaign which caused the Government to withdraw its decision and to set up a Task Force to review CYSS. Following extensive consultations, new guidelines were issued in January 1982 which reflected the Government's decision that the Scheme should concentrate more on improving the employability of participants.

CYSS projects may offer a range of employment-related, life-skills and recreational activities, as well as work experience and community service. The emphasis placed on any particular activity will depend on the Local Management Committee's view of the training and personal development needs of local unemployed young people.

Target Group: Those eligible to participate in CYSS project activities are unemployed people aged under 25 who are over the school-leaving age and not receiving full-time education. Each project can set its own target groups within the general eligible group prescribed by the guidelines.

Eligibility for unemployment benefit is retained if participants meet the standard conditions for receipt of benefits. People receiving other pensions or benefits, but who will eventually be capable of work, may also participate. All those who participate in CYSS do so voluntarily.

Assistance Provided: Annual grants are paid to community-based Local Management Committees to assist with the staffing, accommodation and administrative costs of operating a CYSS centre.

Grants are set at one of three standard levels, according to the expected number of daily participants: $44,000 (10-14 participants per day), $72,000(15-29 participants), $100,000 (30 plus participants).

Administration: Projects are operated by Local Management Committees who are the recipients and administrators of CYSS grant funds. Members of these committees are elected annually except for the manager of the local CES who is an *ex officio* member of any CYSS committee in the area.

Applications for grants are submitted to State Advisory Committees which are responsible for monitoring the effective operation, management and development of CYSS projects. They also provide advice to the Minister for Employment and Industrial Relations who is responsible for approving project grants, as well as terminating or suspending grants where necessary.

DEIR, mainly through its field officers, provides advice, assistance and information for project operation and development. The local CES office also assists by referring young unemployed people to CYSS, displaying notices and providing information where appropriate. Through the manager's membership of the Local Management Committee, projects are encouraged to develop a close working relationship with their local OCES.

Overseas-born Youth: The guidelines state that where appropriate, CYSS projects should take into account the 'interests' of ethnic groups in their area. The decision is left to the discretion of the Local Management Committee.

Numbers Assisted and Expenditure: Although CYSS projects provide reports on project activities and the number of young people involved, there is no strict definition of participation, due to the voluntary 'drop-in' nature of the scheme. The figures provided are broad DEIR estimates.

	1981/82	1982/83	1983/84
Participants	55,000	65,000	70,000
Expenditure	$14.20m	$17.88m	$21.35m

Volunteer Youth Program

The objective of the Program is to assist young people in maintaining and developing their capacity to obtain and retain employment and to promote their involvement in the community through voluntary community service work.

VYP was introduced in July 1979 on an experimental basis following community consultations by a task force to assess its feasibility. A departmental evaluation of the eleven pilot projects indicated that they had provided worthwhile opportunities for voluntary service activity, but that the potential scope for development of the scheme as a major separate national manpower program was limited.

VYP projects act as referral agencies to facilitate the placement of participants in voluntary community service work.

Target Group: Those eligible to participate are unemployed people who are over the school-leaving age and under 25 years, not engaged in full-time education for more than 8 hours a week during working hours, and not in receipt of a training allowance, pension or benefit (with the exception of supporting parent benefit).

Participation is voluntary, and participants retain eligiblity for unemployment benefit and may be reimbursed for travel costs to a maximum of $6 a week.

Assistance Provided: Grants are made available to approved sponsor organisations to assist with the establishment, operation and development of projects. Organisations that may sponsor a VYP project are voluntary non-profit-making bodies, church and service organisations, and local government authorities.

Sponsors receive a standard grant for a 12-month period (which is renewable). Since 1981/82 grants have been based on the equivalent of the CYSS Level One Grant, currently $44,000 per annum.

Administration: VYP sponsoring organisations are responsible for the overall management, operation and development of the project within the terms and conditions of the grant. Projects are monitored and assisted by DEIR, mainly through its field officers.

Overseas-born Youth: Eligible but not a target group.

Numbers Assisted and Expenditure: Of the 11 pilot projects funded, five are still in operation. Another seven projects have been established, bringing the total number of projects to twelve in 1983/84.

	1979/80	1980/81	1981/82	1982/83	1983/84
Participants	600	1,000	1,031	1,600	2,200
Expenditure	$0.11m	$0.16m	$0.15m	$0.18m	$0.39m

EDUCATION PROGRAMS

Education Program for Unemployed Youth

The objective of EPUY courses is to enhance the employability of those young people whose low or inadequate educational qualifications form a significant barrier to obtaining stable employment.

The courses were introduced in TAFE in February 1977 and operated as a separate program until 1981 when they were incorporated into the School to Work Transition Program.

Courses must have four basic elements: literacy, numeracy, guidance and counselling, and vocational skills and orientation. Most courses are full-time and vary from six to 20 weeks.

Target Group: To be eligible applicants must be 15 to 24 years, must have been away from full-time education for at least 4 months in the last 12, must have been unemployed and registered with the CES for not less than 4 months in the last 12 and must be currently registered with CES. Potential students were identified by CES and invited to participate by letter. Selection of students for courses was the joint responsibility of the CES and the particular TAFE institution mounting the course.

Assistance Provided: The Commonwealth funds course provision in TAFE. Student allowances, known as the transition allowance, were introduced in February 1981. They are equivalent to the unemployment benefit plus $6 (for fares). An additional allowance of $30 may be paid for books and equipment.

Administration: The courses are now administered by the Department of Education through state PEP co-ordinating committees. Course proposals are initiated by TAFE and considered by the Committees. DEIR approval is necessary to ensure that the courses' vocational orientations are consistent with local labour market requirements and that they are located in areas of high youth unemployment.

Student allowances are administered by DEIR and paid by the Department of Social Security (DSS).

Overseas-born Youth: Eligible but not a target group.

Numbers Assisted and Expenditure:

	1977/78	1978/79	1979/80	1980/81
Course provision expenditure	$1.5m	$3.1m	$3.71m	$4.0m
Participants	2,350	4,500	4,200	4,364

Since 1980/81 EPUY has been absorbed by the Transition Program and expenditure is no longer separately identified.

Allowance payments are not currently identified. In 1978/79 payments to participants amounted to $2.3m.

Participation and Equity Program

The objective of PEP is two-fold: first to encourage all young people to participate in education at schools or technical and further education institutions, or in other forms of education or training, until they have completed a full secondary education or its equivalent; and second to ensure that, as far as practicable, the education and training provided in schools and TAFE institutions offer young people equal opportunities to develop their talents and abilities. More specific objectives have been developed for both schools and TAFE.

PEP was announced in July 1983 and became operative in January 1984. It incorporates activities funded under the Transition Program and courses funded under EPUY.

Target Groups: (1) Schools. All young people of 15 years or more at post-compulsory secondary level. In 1984 and 1985 priority schools, comprising 40% of all government secondary schools, selected on the basis of indications of disadvantage, are the focus.

(2) TAFE. The target groups identified for new course provision under PEP, beyond the level of the Transition Program, are those disadvantaged groups least represented in TAFE: unemployed young people aged 20 to 24, Aborigines, women and girls, the disabled, some migrant groups, and socially and geographically isolated young people. The existing course provision under the Transition Program continues to cater to unemployed 15 to 19-year-olds.

The transition allowance is payable under PEP to unemployed participants aged 15 to 24 who are attending approved courses and who have been unemployed and away from full-time education for at least 4 of the previous 12 months. Preference is given to the longer term unemployed. Approved courses are those where TAFE authorities have formally agreed with DEIR that priority in selection will be given to the target group and where CES shares with TAFE the responsibility for the referral and final selection of trainees.

Assistance Provided: Commonwealth funding for special courses and services in schools and in TAFE. Allowances for students in approved TAFE PEP courses.

(1) Schools. Under 1984 guidelines 75% of funds were made available to schools and 25% to education authorities. Projects are funded in nine categories: curriculum improvement to enhance relevance; assessment, accreditation and credentialling to develop assessment procedures approved by parents, employers and tertiary institutions; teacher/parent/student interaction; teacher renewal and support; school structure and organisation; post-school links with TAFE; groups with particular needs including migrants; public support for education; and national level projects.

(2) TAFE. Under 1985 guidelines funding is available for courses for the most disadvantaged groups including both vocational courses and access/bridging courses; and for measures designed to increase the accessibility and suitability of mainstream TAFE for the target group. As far as possible, courses must contain five elements - basic skills acquisition, vocational orientation, specific vocational skills acquisition, work experience and personal development. The courses funded include all the courses under EPUY and the Transition Program. An allowance is paid to students in approved PEP courses, that is, those courses aimed at improving the employability of unemployed 15 to 24-year-olds.

Administration: The Schools Commission administers the school element of PEP; the TAFE Council administers the TAFE element. Proposals for both schools and TAFE are considered by state PEP committees which with State education authorities assist in the identification of priority schools. DEIR continues to be involved in determining which courses will attract the transition allowance. Final approval of funding rests with the Schools Commission and the TAFE Council.

Overseas-born Youth: In the 1984 PEP guidelines for schools, they are identified as a group with particular needs. Some migrant groups are identified as being disadvantaged in access to and participation in TAFE programs and thus as one group for which new PEP courses may be provided.

Numbers Assisted and Expenditure: In 1983/84, $53.4m was made available for PEP and the Transition Program in both schools and TAFE. Of this $25.1m was Transition Program expenditure; $28.3m was PEP expenditure of which $13.55m was provided for the TAFE component and $13.79m for the schools component.

In calendar year terms $45.34m was provided for schools and $29.3m for TAFE in 1984. Data is not yet available for the number assisted by the transition allowance in TAFE PEP courses during 1984.

About 15,500 received the transition allowance in 1983/84. In the first half of that financial year 6,233 were assisted (the Transition Program). The balance, 9,267, in the second half of the financial year and the first half year of PEP's operation, were PEP participants assisted by the transition allowance.

The School to Work Transition Program

The objective of STWTP is to provide people of 15 to 24 years with options in education, training and employment, through the provision of special education programs in both schools and TAFE. The aim is to make unemployment the least attractive alternative.

The Program when introduced in November 1979 was a separate program. In 1984 it was subsumed by the Participation and Equity Program.

Target Groups: (1) Schools. Students of 15 years and over enrolled in schools and considered to be at risk in the transition from school to work.

(2) TAFE. To be eligible applicants must be 15 to 24 years, have been away from full-time education for at least 4 months in the last 12, have been unemployed and registered with CES for not less than 4 months in the last 12 and be currently registered with CES. Preference is given to the longer term unemployed. CES identifies and recruits potential students; selection is undertaken jointly by CES and the TAFE college.

Assistance Provided: Commonwealth funding for special courses and services in schools and in TAFE. Allowances for students in approved TAFE transition courses.

(1) Schools. Funding is provided for the development of improved techniques to identify likely early school leavers; expansion of school counselling and vocational guidance services; alternative, non-academic courses; courses which link schools and TAFE; teacher development; community education projects; and work experience.

(2) TAFE. Funding is provided for pre-employment courses designed to improve capacity to make vocational choices without requiring a commitment to a specific occupation; pre-vocational courses to enhance development and employability in trades-based vocations; and pre-apprenticeship courses which provide an introduction to a specific trade and may reduce the indenture period. The transition allowance is payable for participants in approved courses. Pre-apprenticeship allowances are available where appropriate.

Administration: The Program is now administered as PEP. For TAFE courses to attract the transition allowance, DEIR approval is necessary to ensure that courses are located in areas of high youth unemployment and that their vocational orientation is consistent with local labour market requirements. Consultation between CES and TAFE colleges occurs at the course proposal stage. Final approval of courses and grants rests with the Department of Education.

Overseas-born Youth: Migrants were identified as a group 'at greater risk' in the 1981 and 1983 guidelines for both schools and TAFE.

Numbers Assisted and Expenditure:

	1979/80	1980/81	1981/82	1982/83	1983/84
Course provision and expenditure*	$8.2m	$27.8m	$34.3m	$42.0m	$26.0m
Allowances expenditure		$4.7m	$8.4m	$11.4m	$14.6m
Participants		8,330	11,456	14,113	15,573**

* The 1979/80 and 1980/81 course provision figures include EPUY expenditure of $3.7m and $4.0m. Subsequently they are not separately identified. The 1983/84 figure is for six months. Further expenditure is reflected in PEP.

** Excludes those in school transition education programs and those attending TAFE courses but not receiving the transition allowance.

EMPLOYMENT SERVICES

Fares Assistance Scheme

The Scheme provides fares assistance to enable unemployed job-seekers to attend job interviews. It was first introduced in July 1972.

Target Groups: Currently FAS is available to unemployed job-seekers or those employed part-time, who are registered with CES for full-time or part-time work.

Assistance Provided: Eligible job-seekers travel with Government-purchased tickets on public transport from the CES office to the interview and return to their homes or the CES office. A fare may also be paid for travel to an interview where the location of a vacancy is beyond reasonable daily travelling distance by public transport and the position would involve a permanent change of residence.

Administration: Day-to-day administration is by CES.

Overseas-born Youth: The eligibility criteria state that fares assistance is not provided to migrants transferring from one Migrant Centre to another to take up initial employment.

Numbers Assisted and Expenditure:

	1982/83	1983/84
Participants	70,792	193,978
Expenditure	$0.36m	$0.42m

Relocation Assistance Scheme

The objective of RAS is to assist the mobility of unemployed people by relocating those who are unable to secure continuing employment in their present locality (even with retraining) to areas of local skill shortage.

When introduced on 1 October 1976, the Scheme was very restrictive. In 1977, following its success, the guidelines were relaxed.

Target Groups: RAS is available to the unemployed who are registered with CES, and cannot be placed within a reasonable time in suitable continuing employment or in an approved training position. Applicants may not have previously received relocation assistance and must have been resident in Australia (continually) for one year prior to application, or intend to remain as permanent residents.

Assistance Provided: Re-establishment costs, removal expenses of up to $2000, and a contribution of up to $1500 towards either legal and agents' fees for the sale and purchase of a house, or a maximum of $500 towards rental expenses are provided. Assistance for expenses incurred is available only with authorisation by CES.

Administration: CES staff have responsibility for informing eligible job-seekers about RAS, ensuring that all eligibility criteria are met and liaising between the applicant, the CES office in the vacancy area and DEIR.

Overseas-born Youth: Although eligibility criteria do not specifically prohibit migrant and refugee youth from entering the Scheme, the stipulation that eligible persons have been continually resident in Australia for one year immediately prior to the date of application for RAS or intend to remain in Australia as permanent residents, may in practice exclude recently arrived migrant and refugee youth.

Numbers Assisted and Expenditure:

	1982/83	1983/84
Participants	2,287	3,258
Expenditure	$2.16m	$3.50m

JOB CREATION

Community Employment Program

The major objective of CEP is to assist the most disadvantaged groups of unemployed in obtaining permanent employment. It aims to do this by providing work experience and, where possible, training. Rather than being a source of permanent employment in its own right, a CEP project acts as a 'stepping stone' by providing short-term transitional employment for the long-term unemployed.

Established initially as a three-year program, CEP was launched in August 1983. It funds labour-intensive projects of social and economic benefit to the community. Funds in 1983/84 were allocated to several separate components: job creation projects in the states and territories, Commonwealth Government projects, Jobs on Local Roads (JOLOR) and the Country Towns Water Supply Improvement Projects (COWSIP). COWSIP was discontinued in 1984/85.

Target Groups: A general eligibility requirement of at least three months continuous registration with CES has been set. However, this requirement was waived from 1 August 1983 to 1 February 1984, in recognition of the fact that a significant proportion of the unemployed, particularly women, do not register with CES.

Priority is given to job-seekers who are particularly disadvantaged, including those who have been continuously unemployed for nine months or more, Aborigines, migrants with English language difficulties, the disabled, and those who have never worked. Except in JOLOR projects where no targets are specified, equal numbers of males and females should be placed in the jobs created.

Eligible project sponsors are state or territory Government departments and statutory authorities, local government authorities and instrumentalities, and community groups and organisations. To meet the eligibility requirements, projects must provide worthwhile work experience and/or training for a minimum of three and a maximum of twelve months; provide additional employment to that otherwise planned; be labour intensive; and provide services of permanent public and community value.

Projects which meet the minimum criteria are then assessed under a number of priority considerations. Special preference is given to projects in regions of high unemployment, and attempts are made by the approving authorities to achieve an appropriate balance of projects according to population spread. Priority consideration is also given to projects which have the potential to provide participants with continuing employment after CEP funding ceases, and which meet the needs of the specific target groups (including their skill levels and occupational preferences).

Assistance Provided: The minimum level of project sponsor contribution is 20% of total project costs for local government and community groups, and 30% for the state government sponsors. The Commonwealth meets the remaining project budget costs. There are provisions for partial or full exemptions to community organisations which can demonstrate an inability to contribute. Provision is made for the use of bona fide 'non cash' contributions by the sponsors with the proportion of non-cash contributions limited to a maximum of 10% of the total project cost.

Administration: Two levels of administrative structure have been established to assess grants for approval. Project proposals are initially processed by a joint Commonwealth and State Secretariat in each state which ensures the guidelines are met, and recommends whether the project proposal should be approved. The minor Commonwealth component is subject to separate administrative arrangements but generally accords with the broad principles and guidelines of the Program.

The next stage in the assessment of projects is the Consultative Committee in each state or territory which is comprised of federal, state or territory government officials and representatives of local government, trade unions and other non-government bodies. These committees consider the relative merits of all eligible applications and make recommendations to both state and federal ministers for approval, deferral or rejection.

All vacancies must be lodged with CES and referrals must be through CES. Its role in administering the program is essentially one of matching job-seekers with CEP vacancies and ensuring that program targets are achieved.

Overseas-born Youth: Migrants with English language difficulties are one CEP target group.

Numbers Assisted and Expenditure: The total allocation to states and territories for 1983/84 was set at $250 million with a further $50 million set aside for the Commonwealth component. It was expected that this allocation would provide for 35,000 and 5,000 jobs respectively in 1983/84, with an average job duration of six months.

	1983/1984	
	Participants	Expenditure
State/Territory		
Job creation projects through the states and territories	19,113	181.7
JOLOR	4,880	49.5
COWSIP	792	17.3
(Administrative reimbursements to the states)		2.5
	24,785	250.9
Commonwealth		
Commonwealth Government projects	2,785	35.5
Total	27,577*	$286.5m

* Includes 7 placements not coded by component

Wage Pause Program

The Wage Pause Program was established under the Special Employment-related Program Act 1982. Under the Act, no funding was to be approved beyond 30 June 1984. The funds ($200m) were to be provided from savings accruing from the 12-month government wage pause agreed upon at a special Premiers' Conference on 7 December 1982.

The objectives of the Program were to provide assistance to unemployed people by offering them an opportunity to work on worthwhile projects; and to provide equal employment to unemployed females. At the same time it was intended that projects make a worthwhile and long-term contribution to meeting community needs; be labour intensive; avoid displacement of other employees; and enhance the future employability of participants.

The first job creation project approvals were announced in March 1983. Funds, during the life of the Program, were divided among projects sponsored by the Commonwealth Government, state/territory government departments and instrumentalities, local government authorities and community organisations.

Target Groups: Basic eligibility was unemployment and continuous registration with the CES for eight months or more. Groups to be served were the youth unemployed, older workers and those disadvantaged in the labour market. Priority was to be given to disadvantaged groups, specifically the longer term unemployed, the disabled, migrants with language difficulties and Aborigines. Each state was to attempt the placement of equal numbers of males and females in their total program. Further focus was placed on areas of high unemployment within each state/territory.

Assistance Provided: The Commonwealth-funded share of project costs varied between the States with a 100% contribution in New South Wales and the Northern Territory to a low of 50% in Queensland. Generally employment was under normal award arrangements and, as far as possible, on a full-time basis.

Administration: Each state and territory government had a state committee with responsibility for assessing applications for projects to be funded. The composition of the committees varied from state to state, but invariably included state government officers. The Commonwealth Government was represented on each committee by a DEIR officer whose task was to ensure that project proposals recommended for approval conformed to the Program guidelines. The CES arranged placement on projects.

Overseas-born Youth: Migrants with English language difficulties were one of the WPP target groups.

Numbers Assisted and Expenditure: The estimated total value of WPP projects was $252.75m. Commonwealth funds accounted for 80% ($200m) of these costs. The total number of jobs created was 21,160 with 76.4% of these in New South Wales, Victoria and Queensland.

The estimated average cost per project was $54,300 with an estimated cost per job of $11,000. The average duration of projects was 25.2 weeks.

SKILLS TRAINING PROGRAMS

General Training Assistance

The basic objectives of GTA are to assist industry to meet its requirements for skilled labour and to assist individuals who, without training or re-training, would have difficulty in obtaining stable and rewarding employment.

Two types of training are available under GTA - either formal training at an established educational institution or on-the-job training with an employer.

GTA was introduced in 1974 as an element of the then National Employment and Training Scheme (NEATS) and has undergone several changes in emphasis and level of activity.

Target Group: GTA provides assistance to persons with previous employment experience who have difficulty in obtaining suitable employment because of a lack of appropriate qualifications and/or skills. To be eligible for GTA a person must be registered with CES or have written notice of retrenchment, be unable to obtain employment without training or retraining, and be willing and able to undertake training for an occupation in demand. The length of training approved must not exceed the length of time the job-seeker has spent in the labour force.

Assistance Provided: Trainees undertaking a course receive a formal training allowance which is income-tested, and equivalent to unemployment benefit plus a training component of $46.35 a week for adults and $23.20 for juniors. Compulsory fees are paid and trainees may receive a book and equipment allowance of up to $375 a year. They may also be eligible for living-away-from-home or moving allowances.

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On-the-job subsidies are available to employers when a CES office is unable to refer a suitably experienced or qualified job-seeker for a vacancy, and the employer agrees to provide training for a person who meets GTA eligibility criteria. The current subsidy is $86.90 a week for adults and $63.70 for juniors. There is a set standard for the maximum number of subsidised weeks for each occupation. The majority of trainees undertake only one form of training. However, there is provision for a combination of formal and on-the-job training where this is appropriate.

Administration: Program delivery of GTA is through CES. Advice on suitable courses comes from the Regional Training Branch of DEIR. The Department of Social Security assesses the income of trainees, calculates their allowance entitlements and pays the allowances.

Overseas-born Youth: English as a Second Language courses are not eligible for GTA approval. However, English-language training may be approved for specialised TAFE vocational language courses which are related to occupations for which migrant job-seekers already possess the necessary qualification and experience.

Numbers Assisted and Expenditure:

	1980/81	1981/82	1982/83	1983/84	1984/85*
Participants					
On-the-job	15,524	7,320	3,526	1,832	na
Formal	1,800	1,086	1,656	1,521	na
Expenditure					
On-the-Job	$8.5m	$6.5m	$2.7m	$1.8m	$2.2m
Formal	$3.0m	$2.8m	$3.3m	$3.7m	$5.2m

* estimated

Labour Adjustment Training Arrangements

The objective of LATA is to provide special assistance which will enable redundant workers in designated industries or areas to undertake vocational training to improve their employment prospects. As well as assisting the adjustment of redundant workers, LATA also aims to reduce the impact of large-scale retrenchments on regions/industries already suffering from a high rate of unemployment. In recognition of the changing industry base of the Australian economy, a broad objective of LATA is to improve the level of technical skill and expertise in the Australian labour force.

LATA commenced in December 1982 and initially assistance was restricted to redundant steel industry workers in the Wollongong, Newcastle and Whyalla regions, and to people retrenched from International Harvester at Corio in Victoria. Assistance was extended in August 1983 to include firms in the above regions which supply goods or services to the steel industry and to the New South Wales coal mining industry. In May 1984 assistance was further extended to cover workers in the passenger vehicle industry.

Target Group: Eligibility for assistance is restricted to redundant workers in the designated industries or regions, who have been retrenched, or who have accepted an offer of voluntary resignation. More than one course may be undertaken by each person in his/her 12-month eligibility period.

Assistance Provided: Trainees under LATA receive an allowance at the level of unemployment benefit plus a training component equivalent to that paid under Formal General Training Assistance ($46.35 per week for persons 18 years and over, and $23.20 a week for persons under 18 years). Additional allowances may be paid for books, equipment, living away from home or relocation.

Administration: In consultation with retrenching firms, relevant unions, TAFE and other training authorities, DEIR assists the development of a wide range of special training courses designed to upgrade, update and/or broaden participant skills. The Program is principally delivered through CES.

Overseas-born Youth: In New South Wales arrangements have been made for AMES English language courses to be conducted for LATA-eligible trainees. DEIR is planning a promotion, in seventeen community languages, to increase awareness of LATA eligibility.

Numbers Assisted and Expenditure: In the first two years, LATA assistance was provided for 5,475 course places, and the expenditure has been $12.8m.

	1982/83	1983/84
Participants	991	4,484
Expenditure	$1.6m	$11.2m

Skills In Demand

The objective of SID is to assist industry to overcome skills shortages and to develop new or improved training arrangements, and simultaneously provide unemployed people with stable employment. It was introduced in September 1980.

Target Group: Selection criteria for trainees are developed and agreed by industry and Government as part of each SID training proposal. Preference is given to those unemployed who meet the criteria. If there are insufficient suitable unemployed people, employed people may participate in the training arrangement but will not attract Commonwealth allowances or subsidies.

Assistance Provided: Industry is expected to make a substantial contribution to any SID project, but the amount of assistance varies from project to project. Commonwealth assistance is provided towards the development and conduct of the training arrangements in the form of training allowances and/or employment subsidies for those trainees previously unemployed.

Wage subsidies in SID agreements are the subject of negotiation between the industry and DEIR. Subsidies in respect of on-the-job training are usually negotiated at the level paid under GTA. Where an employer releases a trainee to attend full-time formal training the subsidy may vary from 100% of the award wage to the equivalent of the GTA allowance, according to the length of the training period and the level of industry contribution. Industry accepts the responsibility for the provision of on-going training beyond the period of Commonwealth assistance.

Administration: The administration and implementation of each project are the responsibilities of a tripartite Project Management Committee, which is nominated by the sponsor and includes a DEIR representative. The Committee selects staff and trainees, monitors and reports on the conduct of the project, and is also responsible for the financial administration and evaluation of the completed project.

Overseas-born Youth: Eligible but not a target group.

Numbers Assisted and Expenditure: Approximately 2,300 people have been assisted under SID since its inception.

	1980/81	1981/82	1982/83	1983/84
Participants	390	1,825	1,503	631
Expenditure	$0.48m	$2.48m	$2.0m	$2.07m

SPECIAL TRAINING

Training for Aboriginals

The broad objective is to provide effective employment and training assistance to Aboriginal people, to enable them to achieve equal opportunity in the labour market. It is the umbrella program for a number of schemes.

Target Group: Eligible Aboriginal job-seekers must be unemployed and registered with CES; or school leavers wishing to enter the work force; or already employed but ready to receive more advanced training (either on-the-job or formal).

Assistance Provided: A range of assistance is available to employers who employ and train Aboriginal job-seekers.

Standard OTJ applies when an employer trains an eligible Aborigine in a normal vacancy. This subsidy is paid to the employer for a negotiable period, which generally does not exceed 12 months. The training period is varied according to the requirements of the job and the needs of individual trainees.

Employers engaging Work Experience trainees are paid subsidies which cover the wages and associated costs of the trainees. Basic work experience is available for durations of up to three months.

Purchase of Training is a period which may be 'purchased' from an employer who engages a trainee as a supernumerary employee. This provides a means of advancing Aborigines already possessing a degree of employment experience and skill to positions of higher job status and responsibility. Subsidies are negotiated with employers to cover the full wage and associated costs.

Formal Training allowances are available to enable trainees to undertake an existing institutional course which will enhance their employment prospects. Trainees must have spent time in the labour force equal to the duration of training.

Special Courses/Projects are arranged by CES Vocational Officers where there is a group need evident but no suitable course available. Where possible, needs are met by TAFE or private teachers who are financed through TAFE for the approved duration of the Special Course/Project. Courses are usually of no longer than 12 months.

Public Sector Training (an element of the National Employment Strategy for Aboriginals - NESA) may be arranged in all areas of the public sector which are suitable to train Aboriginal job-seekers - statutory authorities, Commonwealth and state/territory government departments, and organisations which are more than 50% government-funded.

As part of this training, career visits are also arranged by CES Vocational Officers to enable Aboriginal school leavers to observe places of employment. Work orientation/motivation programs are also arranged to assist adult Aborigines.

Numbers Assisted and Expenditure:

	1981/82	1982/83	1983/84
Participants	7,523	8,486	12,667
Expenditure	$19.04m	$24.61m	$41.04m

Training for the Disabled

The broad objective is to assist those persons with a physical or mental disability to form realistic employment goals and to help them achieve those goals. The program aims to be responsive to the expressed objectives of the disabled to move towards greater integration in the community. Access to some form of open employment for all those capable of attaining it is the prime goal.

Further objectives are to redress disadvantage, improve access to and equality of employment opportunities, improve employer acceptance of the disabled, and in the case of the more severely handicapped, to co-ordinate support with external agencies.

Target Group: The target group is defined as those persons who experience difficulty in finding or keeping employment because of mental of physical disabilities. To qualify for assistance, a job-seeker must be formally assessed as disabled, be unemployed (or at risk of unemployment or forced to change occupation because of a disability), registered with the CES and not engaged in full-time study.

To qualify for the disabled apprentice wage subsidy the person must be employed, or in a prescribed probationary period of employment, or indentured as an apprentice.

Assistance Provided: Programs include work preparation, subsidised employment, formal training, apprenticeship and retraining.

- Work Preparation Programs - participants receive a training allowance (equal to GTA formal) with associated allowances, or may elect to retain another pension/benefit in which case they are eligible for the training component only.

- Formal training - as above; in addition all compulsory fees are paid, with a books and equipment allowance determined for each course up to a maxuimum of $375 per year, and tutorial assistance.

- Subsidised employment/apprenticeships - employers are paid a wage subsidy of $104.30 per week (first half) and $63.70 per week (second half) for juniors; and for adults ($196.95 per week first half and $86.90 per week second half).

The subsidy period varies according to the skill level of the job with a minimum period of 20 weeks and a maximum period of 52 weeks. Employees are paid the award wage by the employer and may be eligible for a moving allowance. A reimbursement of up to $2,000 may also be made to employers for modifications to the workplace or purchase of equipment essential to enable employment to proceed.

Employers of disabled apprentices can claim an apprentice wage subsidy of $104.30 per week for the duration or balance of the apprenticeship. Apprentices may also be eligible for the CRAFT living-away-from-home allowance for the first and second year of apprenticeship, and tutorial assistance.

Administration: Formal and on-the-job training for the disabled are administered by the CES Programs Division of DEIR. Referral is through CES.

Work Preparation Programs are conducted by external agencies with funds made available by DEIR on a fee-for-service basis. Referrals are made by CES and community agencies.

Overseas-born Youth: Eligible but not a target group.

Numbers Assisted and Expenditure:

	1981/82	1982/83	1983/84
Participants	4,887	4,287	6,021
Expenditure	$6.47m	$6.31m	$9.79m

Training Program for Special Needs Job-seekers

The objective of the Program is to achieve greater equity in the labour market for unemployed persons at a particular disadvantage, through the use of special employment and on-the-job training provisions.

On-the-job training for those with special needs was first introduced under the NEAT Scheme in October 1974.

Target Group: There is not a target group as such. The application of the Program's guidelines is on the basis of individual need. Prior to November 1984, those eligible were unemployed persons who were having difficulties finding or keeping employment because of social, cultural or other personal factors. The persons likely to qualify included ex-prisoners, young persons from correctional institutions, wards of state, single parents, homeless persons, older workers and migrants and refugees. Since November 1984, persons likely to qualify include those in personal crisis such as poverty, homelessness, illiteracy, inability to learn or use English, age, single parenthood or ex-offenders.

Assistance Provided: Employers are paid a taxable wage subsidy of $86.90 a week for adults and $63.70 a week for juniors. The subsidy period varies according to the skill level of the job with a minimum period of twenty weeks. Those employed under the Program are paid the award wage by the employer, and may also qualify for a moving allowance. Since November 1984, a formal training allowance (equal to GTA formal) is also available.

Administration: The Special Groups Division of CES administers the Program and monitors its effectiveness. CES staff assess and determine eligibility, arrange training, and process employer claims for subsidy.

Overseas-born Youth: The program is available to all persons who have a specific and individual disadvantage. Migrant and refugee youth who have 'an inability to learn or use English' would be eligible.

Numbers Assisted and Expenditure:

	1981/82	1982/83	1983/84
Participants	1,085	1,167	2,477
Expenditure	$1.01m	$0.75m	$1.94m

TRADE TRAINING

Commonwealth Rebate for Apprentice Full-time Training

The objectives of CRAFT are to:

- maintain/increase the numbers of apprentices in training
- maintain/improve the quality of apprentice training
- reduce wastage through apprenticeship
- improve productivity
- facilitate the transition from school to work by encouraging employers to indenture apprentices who have completed pre-apprenticeship and pre-vocational training courses
- facilitate the employment of apprentices who are required to live away from home to undertake apprenticeship employment.

CRAFT was introduced in 1977, to replace the National Apprenticeship Assistance Scheme which had been operating since 1973.

In March 1984, the Special Additional Employment Incentive was introduced whereby employers were provided with a rebate for each additional apprentice employed over the number employed the previous year. This scheme included a special component to encourage the recruitment of female apprentices. At the same time the Pre-Vocational Graduate Employment Rebate was introduced to encourage the employment of graduates of trades-based pre-employment courses.

Target Groups: In general, all employers of apprentices who undertake the education component of an approved basic trade course or an approved course of off-the-job training, are eligible to receive the subsidy.

Assistance Provided: Two types of rebate are paid to employers. The Technical Education Rebate (TER) varies according to the trade group, year of apprenticeship and stage of technical education. The rebate is $750.

The Off-the-job (OTJ) Training Rebate is paid under the same conditions as the TER, except there is a 130-day maximum training period.

The Special Additional Employment Incentive rebate paid to employers is $1,500. A $750 rebate is also paid for each additional female apprentice employed, plus $1,000 towards the cost of adapting facilities where necessary.

Apprentices may be eligible for the Living Away From Home Allowance ($34.40 per week for first-year apprentices, $14.60 per week for second-year apprentices).

Administration: Administration is channelled through the Regional Offices of DEIR. Provision is included for liaison with local apprenticeship boards.

Overseas-born Youth: Eligible but not a target group.

Numbers Assisted and Expenditure:

Expenditure	1982/83	1983/84	1984/85*
Technical Education Rebate	65.0	69.7	73.6
Off-the-job Rebate	13.9	12.0	14.7
LAFHA	4.7	4.8	5.7
$1,000 Cash Rebate	1.3	0.1	-
Vocational Graduate Employment Rebate			1.8
Special Additional Employment Incentive			7.0
Total	$84.9m	$86.6m	$102.9m

* estimate

Numbers	1982/83	1983/84
Apprentices on TER	100,577	81,986
Employers receiving TER	38,723	34,752
Apprentices on OTJ	6,060	5,494
Employers receiving OTJ	543	502
Apprentices on LAFHA		
1st Year	2,792	2,412
Total	5,379*	4,306*
Total number of apprentices assisted under CRAFT	100,577	81,986

* excludes second-year subsequent approvals

Group Apprenticeship Support Program

The objective of GASP is to increase the numbers of apprentices in training by enabling more employers to participate in apprenticeship training; and to broaden apprentices' training by enabling them to receive experience with a variety of employers in various facets of their trades.

In March 1981 Commonwealth and State Ministers for Labour agreed to support group apprenticeship arrangements through the joint Commonwealth State Policy on Financial Assistance to Group Apprenticeship Schemes. Under these, the apprentice works for a number of employers and thus the cost to each employer is lessened.

Target Group/Assistance Provided: Assistance is provided for the establishment or expansion of group apprenticeship schemes where additional apprentices, out-of-trade apprentices, graduates of trades-based pre-employment courses and females are employed. Eligibility is generally confined to metals, electrical and building trades.

Payment is in the form of retrospective reimbursement to state/territory governments of 50% of approved actual expenditure incurred (up to a specified limit). Assistance is payable for the full term of indenture, on a sliding scale relating to the number of additional apprentices expected to be engaged through the scheme. Levels of assistance at 30 June 1984 were:

Levels of assistance from each government (on a $ for $ basis)	Target additional apprentices
up to $16,500 pa	up to 50
up to $27,500 pa	51 to 100
up to $33,000 pa	101 to 150
more than $33,000 pa	more than 150

Administration: GASP is administered at DEIR Central Office and implemented through Regional Offices.

Numbers Assisted and Expenditure: During 1983/84 approval was given to assist the establishment of ten new schemes, bringing the total number of schemes receiving assistance to 35. At October 1983 the total number of apprentices employed through GASP had been in excess of 2,000.

	1980/81	1981/82	1982/83	1983/84
Expenditure	$0.02m	$0.16m	$0.5m	$0.6m

Group One Year Apprentice Scheme

The objectives of GOYAS are to provide additional apprenticeship opportunities by utilising spare training capacity in public sector agencies, and to provide high quality training for first-year apprentices. Apprentices are indentured to private employers but are trained in government establishments for the first year.

GOYAS was introduced in 1975 in Commonwealth Government establishments in pilot form as a replacement for the 'Additional Apprentices Scheme' which began in 1971. In 1979 it was extended to state government training establishments. The guidelines require that at least 70% of the training be formal training.

Target Group: Private sector employers are eligible to participate, with preference given to firms which engage apprentices additional to their normal intake, and to firms which employ small numbers of tradespeople.

Assistance Provided: The Commonwealth pays the wages and other training costs, while sponsoring employers are responsible for workers' compensation premiums.

Administration: Regional Offices of DEIR invite participation from Commonwealth and state agencies and advise Central Office of training places as soon as they are available. Training establishments must offer training which meets acceptable industry and DEIR standards.

The placement services of CES are used for locating suitable private sector employers and for recruiting apprentices.

Numbers Assisted and Expenditure: GOYAS is a small scheme which has trained fewer than 1,500 apprentices since inception.

	1978/79	1979/80	1980/81	1981/82	1982/83	1983/84
Participants	278	275	254	196	180	187
Expenditure	$1.5m	$1.5m	$1.5m	$1.7m	$1.8m	$1.6m

Pre-Apprenticeship Allowance

The objective is to provide, through payment of the allowance, an incentive to students to undertake full-time, trades-based, pre-employment training courses. PAA was introduced in 1974.

Target Group: Eligibility for the allowance extends to participants in approved trades-based pre-employment courses, whether pre-vocational or pre-apprenticeship. Those who receive it are ineligible for a higher level of assistance from other Commonwealth sources. It is the only Commonwealth allowance which is not means-tested.

Administration: Central Office of DEIR is responsible for the development of policy and administrative procedures and oversees the delivery of the program by its Regional Offices. CES offices promote the scheme and instigate and approve applications.

Assistance Provided: The allowance is $20 a week for the length of an approved course. Courses must be specifically oriented towards an approved trade or group of trades, and must consequently reduce the term of a subsequent indenture.

Overseas-born Youth: Eligible but not a target group.

Numbers Assisted and Expenditure: Prior to 1980/81 statistics for PAA recipients were included under the general heading of NEATS.

	1981/82	1982/83	1983/84
Participants	1,596	3,785	6,073
Expenditure	$1.15m	$1.94m	$3.27m

Special Assistance Program

The objective of SAP is to prevent retrenchment of apprentices due to economic circumstances of employers which arise from financial difficulties or shortages of work, and to reduce post-retrenchment apprentice wastage.

The Program was proposed in December 1974 following a DEIR Conference at which alarm was expressed at the increase in apprentice retrenchments. SAP was subsequently introduced as an element of NEATS.

Assistance Provided: There are three categories of assistance.

Category 1: A wage subsidy is provided to employers to retain an apprentice whose indenture is to be cancelled or suspended because of short-term economic difficulties. The subsidy is paid for up to 17 weeks at the rate of $63.70 per week (junior rates of pay) and at $86.90 per week (senior rates of pay).
Category 2: A wage subsidy is provided to employers who take over the indenture of an apprentice who is out-of-trade due to the economic circumstances of his/her former employer. The subsidy is paid for up to 26 weeks at the same rate as Category 1.
Category 3: A training allowance is provided to out-of-trade apprentices to enable them to complete or undertake theoretical and/or practical training in a technical college and/or approved off-the-job training centre. Rates of payment at 30 June 1984 were the equivalent of the unemployment benefit, plus a training component of $23.20 a week where the apprentice was under 18 years of age, or $46.35 a week (over 18). A living-away-from-home allowance and moving allowance may also be available.

Administration: Policy and financial administration is the function of DEIR Central Office. Implementation in states and territories is through DEIR Regional Offices which are assisted by the relevant apprenticeship authority. State Departments of Labour play an integral role in the administration of the program by identifying out-of-trade (or potentially out-of-trade) apprentices and recommending whether or not applications should be approved.

Overseas-born Youth: Eligible but not a target group.

Numbers Assisted and Expenditure: From inception to 1982/83, 11,265 apprentices have been assisted.

Year	Expenditure ($'000s)	Out-of-trade apprentices‡	Approvals
1975/76	1,130		na
1976/77	1,300		968
1977/78	1,710		871
1978/79	1,500		739
1979/80	1,400		1,498
1980/81	1,300		1,680
1981/82	810		1,133
1982/83	3,290	4,841*	4,376
1983/84	8,200	4,657**	5,500

* at June 1983
** at November 1983
‡ state and territory training authorities: prior to 1982/83 statistics were not collected on a regular basis: authorities indicated to DEIR that the number out of trade during 1983 was double that of previous years.

Special Trade Training Program

STTP was introduced in 1979 to encourage the training of mature-age apprentices. In response to changes in economic circumstances and a downturn in apprentice intakes the program has been broadened to assist in the expansion of trades-based pre-employment training. Since January 1983 it has been the major component of the Program.

(a) Mature-Age Apprentices

The objective is to provide accelerated training prior to expected skill shortages arising from major resource developments, and to demonstrate the viability of adult trade training.

Target Group: Persons over 21 years of age.

Assistance Provided: Payments are made directly to employers in the form of rebates for wages paid to apprentices released to attend compulsory technical education courses or other approved off-the-job training. Projects involving mature-age apprentices currently operate in Queensland, New South Wales and Western Australia.

Administration: Payments of rebates are approved by the Minister for Employment and Industrial Relations following negotiations between Departmental officers and state governments and/or employers.

Overseas-born Youth: Eligible but not a target group.

Numbers Assisted and Expenditure: The mature-age component is currently decreasing due to apprentices in projects nearing completion of their trade training.

	1981/82	1982/83	1983/84	1984/85*
Participants	470	400	na	69
Expenditure	$0.7m	$1.2m	$0.1m	$0.1m

* estimated

(b) Additional Trade-Based Pre-Employment Course Places

The objective is to increase the number of trades-based pre-employment course places beyond those funded in TAFE through state/territory budgets:

- to provide expanded trade-training opportunities to young people unable to obtain apprenticeships
- to maintain the level of trade training during the current period of low apprentice intakes and reduce the likelihood of future skills shortages.

Target Group: Young people unable to obtain apprenticeships.

Assistance Provided: Assistance is provided to the states and the Northern Territory on the basis of additional course place costs.

Administration: The number of course places and level of Commonwealth assistance is determined in discussion between the Commonwealth and the states.

Overseas-born Youth: Eligible but not a target group.

Numbers Assisted and Expenditure:

	1982/83	1983/84
Participants	2,000	4,400
Expenditure	$3.7m	$9.6m

WORK EXPERIENCE AND TRAINING

Experimental Training Projects

The objectives of the program are to develop training courses not available through existing schemes. Its specific objectives are:

- to improve employment prospects of longer term unemployed young people
- to develop a flexible mechanism to enable DEIR to respond more quickly and creatively to local labour market needs by experimenting with innovative, short-term training arrangements negotiated directly with appropriate bodies
- to encourage the innovative use of other existing programs such as the Special Youth Employment Training Program in various combinations of work experience, training and employment.

The program was introduced in August 1982.

Target Group: It aims to benefit 15 to 24-year-olds who are registered with CES and who have been unemployed and away from full-time education for at least four of the past twelve months. Preference is given to assisting those who are most disadvantaged including the longer term unemployed, women, and other groups with special identifiable needs such as migrants and rural/isolated young unemployed.

Assistance Provided: Funds are available to technical and further education authorities, employer and industry groups, and established community employment training activities.

ETP participants are eligible for transition allowance and related benefits.

Administration: The CES and DEIR Regional Offices.

Numbers Assisted and Expenditure:

	1982/83	1983/84
Participants	150	450
Expenditure	$0.95m	$1m

Special Youth Employment Training Program

The objective of SYETP is to assist long-term unemployed young people to gain the knowledge, skills and experience necessary to obtain and retain employment. The emphasis is on the provision of stable employment for a period of time during which the employee acquires work experience and some basic job-related skills.

Introduced in 1976, it has been in recent years the major Program directed to young job-seekers. It operates through a subsidy to employers.

Target Group: The Program is directed to long-term unemployed youth aged 15 to 24 years. Eligibility criteria differ for the two main components of the Program, Standard and Extended SYETP.

Standard SYETP - 15 to 24-year-olds who have been away from full-time education for at least 17 weeks; have been unemployed and registered with CES for a total of not less than 17 weeks in the past twelve months; and are currently unemployed and registered with CES.

Extended SYETP - 18 to 24-year-olds who have been away from full-time education for at least 34 weeks in the past 12 months; who have been unemployed and registered with the CES for a total of not less than 34 weeks in the previous 12 months; and are currently unemployed and registered with CES.

Assistance Provided: SYETP provides for the payment of wage subsidies to employers who are required to pay normal award wages to subsidised employees. In response to the Interim Report of the Inquiry into Labour Market Programs, changes to SYETP were announced on 30 July 1984. The subsidies have been changed from a flat rate to about 40% of the average weekly earnings of the age group concerned. Rates of payment are:

Age of trainee	Standard SYETP	Extended SYETP
15 - 17	$50 per week	na
18 - 19	$75 per week	$75 per week for 17 weeks, followed by a further 17 weeks at $50 per week
20 - 24	$100 per week	$100 per week for 17 weeks, followed by a further 17 weeks at $75 per week

Under Commonwealth SYETP, the employing department or instrumentality is reimbursed the full wage or salary of the trainee.

Administration: The program is administered by DEIR and implemented through CES. The Public Service Board assists DEIR identify and allocate suitable Commonwealth positions available.

Private sector employers lodge SYETP vacancies with their local CES, which refers eligible people. Subsidies are paid directly to eligible employers on receipt of a claim for payment in respect of trainees placed by CES.

Those eligible now have the right to approach employers on their own behalf to secure SYETP-subsidised employment/training. They are given self-canvassing cards stating their eligibility. Employers are now also permitted to make preliminary arrangements to engage SYETP participants, rather than selecting from CES referrals.

Overseas-born Youth: Eligible but not a target group.

Numbers Assisted and Expenditure:

	Standard	Extended	Commonwealth	State	Total
Participants:					
1976/77	9,340	-	-	250	9,590
1977/78	64,000	-	-	2,000	66,000
1978/79	63,530	-	1,000	1,820	66,350
1979/80	37,750	-	1,800	4,750	44,300
1980/81	51,273	6,494	3,622	3,920	65,309
1981/82	37,525	10,582	3,589	-	51,696
1982/83	45,130	16,340	4,230	570	66,270
1983/84	65,412	39,237	1,175	5,879	111,703
Expenditure:	$'000	$'000	$'000	$'000	$'000
1976/77*	na				6.6
1977/78*	na				47.1
1978/79*	na				82.6
1979/80*	na				24.1
1980/81	28.7	1.9	8.1	2.6	41.2
1981/82	27.1	16.9	9.7	-	53.7
1982/83	31.0	19.9	12.5	0.2	63.6
1983/84	50.9	51.8	16.3	1.2	120.2

* Prior to 1980/81 records do not provide a breakdown of expenditure for the various elements of SYETP.

Transition Allowance Scheme

The objective of the Scheme is to provide an income support which will encourage and assist young people, who have poor prospects of obtaining a job, to undertake vocationally oriented courses relevant to local labour conditions. The courses are mainly conducted in TAFE colleges.

It was introduced in 1980. With the replacement in January 1984 of the School to Work Transition Program by the Participation and Equity Program the eligibility criteria relating to the transition allowance have been revised.

Target Group: The allowance may be paid to 15 to 24-year-olds attending approved courses, if they have been unemployed and away from full-time education for at least four months of the previous twelve months. Previously only those aged 15 to 19 had been eligible for most courses under the Program. To be approved for a transition allowance, a course must be vocationally oriented and directed to the needs of the young unemployed (this includes EPUY courses, pre-employment, pre-vocational and pre-apprenticeship courses).

Assistance Provided: The allowance, which is taxable, is paid direct to the trainee, and is equivalent to the unemployment benefit plus a flat 'incidentals' allowance of $6 per week.

Recipients are also eligible for a books and equipment allowance of $30, and may also be eligible for living-away-from-home allowance or moving allowances.

Administration: CES arranges payment of allowances and has a major role in terms of the final selection (with TAFE) of trainees for specific courses. Priority is given to the longer term unemployed.

Overseas-born Youth: Eligible but not a target group.

Numbers Assisted and Expenditure:

	1981/82	1982/83	1983/84
Recipients	11,456	14,113	15,573
Expenditure	$8.4m	$11.4m	$14.6m

Although labour market programs and services are the primary focus of this Review, any consideration of these would be incomplete without examination of the education system. Many of the labour market programs attempt to influence and adjust the education system towards directly employment-related objectives. Schools and tertiary education institutions, the means by which young people move from education to employment have, among other broader goals, those of preparing young people for employment. Schools attempt to generally prepare young people for the various destinations: employment, training and higher education. The three tertiary education sectors embrace programs with varying degrees of labour market orientation, from trades, vocational and professional courses to courses with more diffuse objectives such as preparation for life, personal development and the achievement of individual potential. Nonetheless, most participants in tertiary education expect their employability to be enhanced regardless of the extent of employment orientation of their courses.

While education is primarily a state responsibility the Commonwealth's contribution to education spending is significant, amounting to $4,085.3m in 1983/84. Through the Commonwealth Tertiary Education Commission, $2,090.3m (51.2%) was provided for tertiary education institutions, reflecting the Commonwealth's total funding of universities and colleges of advanced education (CAE) and its substantial contribution to state spending on technical and further education (TAFE). Through Commonwealth Schools Commission grants $1,297.1m (31.7%) was provided to schools. The prime area of expenditure growth has been on TAFE, the tertiary education sector most closely identified with labour market programs. With respect to universities and CAEs the objectives of increasing participation and promoting equity of access have primarily found expression in funding to enhance participation by increasing the number of places.

In recent years the Commonwealth has directed specific education initiatives towards youth at risk who are still at school and to young unemployed people through TAFE. The Education Program for Unemployed Youth (EPUY) delivered through TAFE was established in 1977.

The School to Work Transition Program was initiated in 1980 comprising a schools element and a TAFE element which absorbed EPUY.

STWTP was a five-year specific purpose program directed at both schools and TAFE, providing funds to assist young people with poor employment prospects in the transition from school to work. The objective was ultimately to provide all 15 to 19-year-olds with options in education, training and employment, or any combination of these, either full-time or part-time, so that unemployment would become the least acceptable alternative. Transition Program funds were not identifiable by school and TAFE components. The 1981 guidelines, however, specified that 'a reasonable balance' was to be maintained between school and TAFE expenditure. In the first full year of operation, 1980/81, the Commonwealth provided $27.8m, administered by the Department of Education, for this program. Transition Education committees were established in each state to consider proposals and to make recommendations about funding allocations to the State Minister for Education. Final approval rested with the Commonwealth Ministers responsible for education and employment.

In 1984 a new three-year program, the Participation and Equity Program, covering schools and TAFE was established, subsuming STWTP. Other programs directed at the disadvantaged, with objectives similar to and overlapping those of PEP, are the Disadvantaged Schools Program and the English as a Second Language (ESL) Program. These programs are currently under review by the Schools Commission as part of its review of specific purpose programs which is expected to be completed by early 1985.

Schools

Compulsory schooling to 15 years is one experience shared by almost all young Australians in the transition from childhood to adulthood. Thereafter young people's paths diverge. Most leave school by the end of Year 10. Some proceed directly to employment, others seek employment and structured training on the job and in technical education institutions. Others proceed direct to TAFE training courses. Of those who complete school, some will enter to employment and others undertake training and higher education.

Parents, employers and the community expect schools to provide instruction in basic skills which are relevant to all students regardless of their ultimate destination. Literacy and numeracy are held to be critical, and have figured prominently in recent debates about declining standards in schools. Concern has also been expressed about the large number of young people leaving school at 15, and about the relevance of the senior secondary school curriculum to youth not academically inclined and/or who do not wish to attend universities or colleges.

Some schools had developed alternative courses for such students prior to the Commonwealth's 1979 transition education initiative. In addition, schools have traditionally provided some form of vocational guidance and careers counselling, which sought to assist clarification of future study and employment options.

The Commonwealth STWTP made transition funds available to secondary schools for:

- developing improved services and techniques for identifying potential early school leavers
- expanding school counsellor, vocational education and guidance services to provide more intensive and comprehensive assistance for students 'at risk', and their parents
- developing alternative courses in schools for potential early leavers
- establishing after-school and vacation programs of vocational education and counselling
- developing 'link' courses involving student participation in programs combining elements of secondary and TAFE courses
- increasing teacher awareness of specific employment requirements for new employees
- teacher development programs to equip teachers for their roles in developing and implementing alternative courses and identifying and counselling 'at risk' students
- community education projects, including increasing employer and parent understanding of school activities and programs.

The 1981 Commonwealth guidelines emphasised that proposals should 'focus on skills and/or activities clearly relevant to the transition of young people to working life' and be aimed at those young people, 15 to 19 years, considered to be at risk. While one of the funding categories was developing techniques to identify potential early school leavers, the guidelines specifically discouraged any proposals which might lead to stigmatisation of students. Simultaneously the 1981 and subsequent guidelines singled out groups believed to be more at risk than the general youth population. These included migrants. Particular attention was to be paid to their special needs when devising transition programs. The guidelines thus raised the issue of focusing on groups at greater risk, yet the concurrent concern with stigmatisation inhibited such a development.

Many educationalists saw all 15 to 19-year-olds as a group 'at risk' and argued that transition education philosophy should be integrated into the entire high school curriculum. Transition to work gradually became transition to adult life (which might include periods of unemployment).

The states have interpreted and adapted Commonwealth guidelines to suit their particular needs, most offering transition education to all students and rarely making special provision for migrants. New South Wales has given priority to students of non-English-speaking background and, in some high migrant density schools, offers specially designed programs for those severely handicapped by a lack of English. Similarly, in Tasmania, extra funds are available to schools to enable them to develop programs for particular groups with special needs. These groups may include refugees or other migrants.

Schools have developed their own criteria for selection of transition education students. Some schools have presented it to those whom they see as having the fewest options (those most 'at risk'); others have offered it to those whom they believe are most motivated to study the subjects offered or who, although low achievers, are 'conscientious and deserve a chance'. Some offer it to all who do not wish to follow a matriculation course, while others offer it to all students as a compulsory or elective subject, or have integrated transition education across the curriculum. Special transition education programs for migrants are rarely provided. Where this occurs it is in schools where there are sufficient numbers of young people with similar needs to make offering a specific course for them feasible.

STWTP's successor, PEP, allocated $45.05m to schools in 1984 with the objects of reducing the affects of socio-economic background, gender, ethnic background or geographic location, and increasing the participation of young people in 'useful and fulfilling' post-compulsory secondary education.

Joint Commonwealth-State government and non-government school PEP committees, superseding the Transition Education committees, have been established in each state to consider proposals, make recommendations on the allocation of funds and liaise with other Schools Commission programs in order to foster co-ordination and identify target schools.

In 1984 about 75% of funds were to be allocated to school-based activities, the balance to be used by central education authorities to mount initiatives with system-wide application and relevance. School funding was to be directed to priority schools nominated by state authorities according to the socio-economic circumstances of each school's community, each school's retention and participation rates, the concentrations of disadvantaged groups, and other factors considered relevant. The guidelines specify that the priority group should consist of about 40% of all government secondary schools.

Nine areas for action were proposed in the 1984 guidelines. These included curriculum area projects aiming to improve and adapt existing content and methods for a broader range of students. In the assessment and accreditation area, projects were to develop more diverse and useful credentialling procedures and measures of student achievement acceptable to parents, employers and tertiary institutions, and which enable schools to offer programs for a broad range of students through to the completion of secondary school, and also to increase access to post-compulsory education and training especially for under-represented groups. In the area of groups with particular needs, projects were to take special measures to meet the needs of groups of students under-represented in secondary education. Groups specified are Aboriginal students and those disadvantaged by economic circumstances, ethnicity or disability.

PEP has as yet to make a commitment to ESL which is of significance for migrant youth access to subsequent training, education and employment opportunities. For those enrolled in schools, ESL provision is made by the Commonwealth through the English as a Second Language Program. This has two elements: a new arrivals element providing education authorities with per capita funding for intensive English language programs of a minimum of three months' duration; and a general support element for ESL provision in schools. In 1984 the Schools Commission allocated $68.38m for this Program; the bulk of funds, 84.4%, are directed to the general support element.

The Institute's previous reports examined the ESL Program and made various recommendations accepted by successive governments. As a result of these recommendations the Schools Commission has instituted research aimed at overcoming data deficiencies identified in earlier Institute reports. As yet, however, the Schools Commission is not able to identify the extent of participation by migrant youth of post-compulsory school age, or to make soundly based assessments of the adequacy of existing provision for this group.

Some of this research has recently become available.[1] A general review of the ESL Program, supported by subsequent research into factors affecting the development of English language proficiency, reported that ESL professionals perceived recently arrived migrant youth as needing assistance exceeding that currently provided. The characteristics of this group were identified variously as: recently arrived students aged over 15, who have difficulty in mastering English sufficiently quickly enough to cope with upper-secondary schooling; secondary-age students entering mainstream classes who are illiterate or near-illiterate in their own language; older adolescents arriving without financial or family support; all migrant students in Years 11 and 12; students in transit from intensive ESL centres to schools; students with compounding learning difficulties or emotional problems; and newly arrived students in isolated areas. The Program is currently under review.

Technical and Further Education (TAFE)

The responsibilities of TAFE, the sector of tertiary education most closely identified with labour market training, were articulated by the Commonwealth Tertiary Education Commission (CTEC) in its Report for the 1982-84 triennium as being:

- the provision of basic vocational education for those already in employment or vocationally committed
- retraining courses for those displaced from employment by technological or structural change
- recurrent education for those who seek to update their vocational skills or who would otherwise be denied the benefit of educational participation
- education to prepare people for work but without specific vocational commitment
- courses for the unemployed and other 'special groups'
- adult and continuing education, education for leisure and community education provision.[2]

The CTEC's two priority objectives for the triennium were:

- providing the knowledge, skills and educational environment best ensuring a skilled, adaptable and well-informed work force
- preparing as many young people, needing or seeking assistance, to make a smooth transition from their childhood and schooling to the challenges and opportunities of adult life.[3]

TAFE is mainly funded by the states with the Commonwealth contribution in 1984 of $287.4m representing 12.9% of its expenditure on tertiary education. Commonwealth expenditure on TAFE course provision is funded through the Participation and Equity Program, and Special Course Provision under Designated Grants, which in 1984 amounted to $29.3m and $4.9m respectively. The Commonwealth TAFE Advanced English Program for migrants is funded under the Special Course Provision heading.

In addition to this funding of TAFE course provision, the Commonwealth impacts upon TAFE in other ways. Commonwealth departments contract state TAFE authorities and colleges to provide courses tailored to their specific requirements, outside the normal education funding process. DEIR, through the Special Trade Training Program, funds state TAFE authorities to provide additional places in trades-based pre-employment courses. In 1983/84, 4,400 places were funded at a cost of $9.67m. Other DEIR programs, such as LATA, also involve direct funding of course provision in TAFE. Other minor expenditure by Commonwealth departments includes DIEA funding of New South Wales TAFE to provide basic ESL courses for migrants at a cost in 1983/84 of $0.3m.

DEIR's rebate and allowance schemes also facilitate youth participation in TAFE programs. Under the technical education rebate to employers of CRAFT, apprentices are released to attend TAFE basic trade courses. In 1983/84, 81,986 apprentices were assisted under this rebate at a cost of $69.7m.

Under the Transition Allowance Scheme, introduced in 1981 to provide income support for unemployed young people undertaking full-time, vocationally oriented training courses, 15,573 participants were assisted in 1983/84 at an expenditure of $14.6m.

Prior to 1984 the transition allowance was paid to participants in EPUY courses and in Transition Program courses with different age eligibilities: 15 to 24 years under EPUY and 15 to 19 years under the Transition Program. In 1981 the transition allowance superseded the allowance which had been paid to EPUY participants since 1977. Participants in the Transition Program, apart from EPUY courses which had been initiated in 1980, were not eligible for an allowance until the transition allowance was introduced some 12 months later.

Currently courses approved for the purposes of the transition allowance are those provided by TAFE under the Participation and Equity Program where DEIR and TAFE have formally agreed that each course will cater to the target group and where CES, together with TAFE, has responsibility for student recruitment and selection. Approved courses are intended to be vocationally oriented and relevant to local labour market conditions. They encompass remedial education (EPUY) courses, pre-employment, pre-vocational and pre-apprenticeship courses.

Courses in TAFE are categorised into six streams: professional, para-professional, trades, other skills, preparatory and adult education. The first four streams usually assume English language competence and have particular entry requirements. The majority of ESL courses fall into the fifth preparatory stream.

Professional courses which lead to professional status or upgrade or update professional skills are a small and diminishing area of TAFE activity. Para-professional courses cover technical, para-professional or middle-level education and are of three main types: basic technician courses which in most states lead to a certificate; post-certificate courses which do not lead to formal awards; and higher or advanced certificate courses. They cover training for a wide range of occupations including applied science, art and design, electronics, data processing, accountancy, architectural drafting, printing, home economics, child care, fashion and welfare work.

Trade courses are of two types: those covering pre-employment, pre-apprenticeship and apprenticeship programs in the proclaimed trades; and courses embracing post-trade and other advanced study of a non-technical nature. The other skills category includes all commercial and technical vocational training considered not to be middle-level, para-professional and technical or basic apprenticeship in nature. In general these courses do not lead to formal certificates and cover a wide range of skill and vocational areas. Preparatory courses embrace matriculation and diploma entrance courses, remedial education and courses with vocational orientations not elsewhere classified. Adult education courses are non-vocational, including hobby and leisure courses, and consequently are not considered here.

In 1981, 692,014 students were enrolled in the first five streams in TAFE. Youth (24 years and under) comprised 87.5% of participants in trade courses (94.5% in basic trade and 54.9% in post-trade) 48.8% of participants in para-professional courses; and 39.2% of participants in other skills/courses in 1981. Of the participants in professional courses 45.9% were young people. Across these four streams youth comprised 61.4% of participants.[4]

The Apprenticeship System and TAFE

The apprenticeship trades are a major destination for young people, with 138,843 apprentices in training in 1982/83 and with 15% of school leavers entering apprenticeships each year. Most apprentices are male, and most apprenticeships cover the metals, motor mechanic, building, printing, food, electrical, hairdressing and furnishing trades. Basic trade training courses are a significant component in TAFE, with nearly 20% of TAFE enrolments in basic trade courses. The greater part of trade training funded by DEIR is directed at apprenticeship assistance, with technical education rebates provided under CRAFT supporting apprentice participation in TAFE basic trade training courses.

Apprentice training combines on-the-job training and formal TAFE courses. Apprentices are usually indentured to an employer for four years, attending courses or work release periods of one day a week for 35 weeks in the first three years. In recent years, a number of developments have taken place. These have included increases in the number of full-time TAFE-based pre-apprenticeship courses covering the initial stages of formal study, and in block release TAFE courses, involving continuous periods of study in each of the first three years. General pre-employment TAFE courses have been introduced in Queensland, providing pre-vocational general education in a range of trades and non-trade areas. Accelerated and sandwich arrangements combining institutional training and work experience have been developed, frequently in conjunction with major development projects experiencing skilled labour shortages. Finally, formal off-the-job training provided in employers' own training workshops has increased.

Unemployed Youth and TAFE Provisions

Current TAFE course provision, directed specifically at unemployed youth and funded by the Commonwealth through the Participation and Equity Program, comprises courses originally funded under the Education Program for Unemployed Youth (EPUY) and the TAFE component of the School to Work Transition Program. The types of course offered comprise remedial education (EPUY), pre-employment, pre-vocational, pre-apprenticeship and other minor courses. An estimated 17,000 students were participating in the Transition Program in 1983. The program is funded by the Commonwealth Tertiary Education Commission through the TAFE Council. Expenditure in 1983/84 amounted to $13.5m under PEP and about half of the $25.1m provided under the Transition Program. In the last year in which EPUY expenditure was separately identified from Transition Program expenditure (1980/81) expenditure amounted to $4m.

The Education Program for Unemployed Youth (EPUY)

The Education Program for Unemployed Youth was initiated by the Commonwealth in 1977 with $1.5m made available to the states 'for the development and conduct of courses... specially designed for the young unemployed who have educational qualifications which are too low or inadequate in today's labour market conditions'.[5] The objective of the Program was to improve the employability of youth whose low or inadequate educational qualifications formed a significant barrier to obtaining stable employment. In 1977/78, the first year of the Program, 2,350 young unemployed were assisted at a cost of $1.5m for course provision and $2m for allowances.

Course funding was provided through the Department of Education. Student allowances, set at the unemployment benefit plus $6, were provided by DEIR and paid by the Department of Social Security. On 1 February 1981 the transition allowance became available for EPUY participants and replaced the previous allowance. In 1981, following the Review of Commonwealth Functions, EPUY was incorporated into the Transition Program. In 1980/81, 4,364 young unemployed were assisted at a cost of $4.0m for course provision and $4.2m for allowances. Currently EPUY courses are one type of course provision available under PEP. Allowances were paid to 6,100 participants on EPUY courses in 1983/84.

Courses focus on improvement in four areas: levels of literacy and numeracy; attitudes to employment; self-confidence; and levels of job-seeking and marketable skills. Courses are required to have four basic elements: literacy; numeracy; guidance and counselling; and vocational skills and orientation.

The School to Work Transition Program (STWTP) in TAFE

The School to Work Transition Program had its first full year of operation in 1981. Like EPUY, it aimed at enhancing young people's employability by providing additional education courses, but with a greater vocational orientation. The target group comprised young people of 15 to 19 years, with preference in selection being given to the longer term unemployed. Identification, recruitment and selection procedures and the course approval process for transition education courses were similar to those under EPUY. State Transition Education committees were established to consider course proposals initiated by state TAFE authorities and colleges. DEIR approval of courses was necessary for the purposes of payment of the transition allowance, with final approval resting with the Department of Education. The transition allowance consisted of the unemployment benefit plus $6, with other minor allowances for books, equipment and fares assistance.

The Program's 1981 guidelines were that the courses to be funded were to provide for practical skills training and work-related education, where possible in a vocationally relevant environment. Four types of courses were considered eligible for funding:

- courses similar to those conducted under EPUY
- courses providing individuals with an improved capacity for making vocational choices without needing to make a commitment to a specific occupation
- courses to enhance the development and employability of participants in specific vocational areas but not training for specific job vacancies with employers
- pre-apprenticeship and pre-vocational courses in the apprenticeship trades. These courses seek to secure credits for students towards any subsequent apprenticeships for both exemption from technical education and reduction in apprenticeship term.

The guidelines draw attention to the special needs of girls and young women, and disadvantaged groups such as migrants, Aborigines, the isolated and the handicapped.

Within the broad guidelines, states make provision for a range of special full-time courses. Courses vary in duration, title and purpose but some standardisation in nomenclature and curricula has occurred. Provision encompasses short link courses introducing secondary school students to a range of occupational skills with a view to improving career choice; short full-time pre-employment and pre-vocational courses from 8 to 18 weeks; pre-apprenticeship courses and the EPUY courses. The intentions of the courses vary. Pre-employment courses aim to equip trainees with introductory skills and knowledge relevant to employment and/or further training in a designated occupation or range of occupations. Trades-based pre-vocational courses seek to equip trainees with introductory skills and knowledge for employment and/or further training in skilled manual trades but are not tied to particular trades. Pre-apprenticeship courses equip trainees with introductory skills and knowledge for employment and/or further training in designated skilled manual trades. Levels of difficulty and prerequisites in pre-employment courses are typically lower than for pre-vocational and pre-apprenticeship courses.

Most participants receiving transition allowances in 1980/81 were undertaking courses developed under EPUY (4,364) or EPUY-type courses developed under the Transition Program (1,076). Most (1,402) were undertaking pre-vocational courses, 733 were undertaking pre-employment courses, 219 were in pre-apprenticeship courses, and 495 were in other transition courses. Pre-apprenticeship, pre-vocational and pre-employment courses pre-dated STWTP and are available outside the Transition Program.

Since 1982 several states have recognised migrant youth as a group with particular needs which may be best met in TAFE courses specially designed for them. Several such courses have been mounted in New South Wales, Victoria and South Australia, while at least one migrant-specific course has been offered in each of Western Australia, the Australian Capital Territory, Tasmania and the Northern Territory.

In 1984 the School to Work Transition Program was absorbed by the Participation and Equity Program. In the previous calendar year, the TAFE Council estimates that the program catered to 17,000 participants. In 1982/83, the last full financial year of operation, expenditure amounted to $42m and in the final half of 1983, expenditure was $26m. About half of these amounts comprise TAFE expenditure. The number of participants receiving the transition allowance in the last full year of program operation (1982/83) was 14,113, and in the final half year, 6,233. These figures include EPUY participants receiving allowances.

The Participation and Equity Program (PEP) in TAFE

PEP's specific objectives in TAFE are to:

- improve the employment prospects of 15 to 24-year-olds by developing general and specific vocational skills and/or provide the necessary knowledge and skills for entry to other post-secondary courses and training programs
- develop the understanding by this group of the working and social environment so that they may make realistic choices among the options available to them
- help them cope with change and be responsible for their own personal development
- identify the reasons for the low participation rates of those disadvantaged groups which are under-represented in TAFE programs
- take steps to increase the participation by these groups in TAFE.

The 1985 guidelines identify two types of activity which will be funded: course provision for the most disadvantaged groups, including both vocational courses and access or bridging courses; and activities aimed at increasing the accessibility and suitability of mainstream TAFE for the target group. Five basic elements are specified as being essential to PEP courses. These are basic skills acquisition, vocational orientation, specific vocational skills acquisition, work experience and personal development. Support services comprising curriculum and staff development services, counselling, guidance and other student services, and evaluation and research are also funded, with the proviso that a balance should be maintained in expenditure between course provision and support activities.

Expenditure under PEP, additional to the Transition Program, is intended to benefit males and females equally, and the target groups are those disadvantaged groups who are least represented in TAFE. These are characterised by long-term unemployment, early school leaving, low educational attainment and lack of post-school education and training. For new course provision the priority target group is unemployed young people aged 20 to 24, Aborigines, women and girls, the disabled, some migrant groups and socially and geographically isolated young people. Existing course provision funded under the Transition Program is aimed at 15 to 19-year-old unemployed young people.

PEP is administered by the TAFE Council through the state PEP committees. Funds are provided to the states on the basis of a formula which gives equal weight to numbers in the 15 to 24-year-old population and to numbers of unemployed 15 to 24-year-olds looking for full-time work, adjusted to ensure that no state receives less funding than in the previous year. Course proposals are submitted by TAFE authorities and colleges to state PEP committees, with DEIR approval being necessary for the purpose of attracting the transition allowance. Final approval rests with the TAFE Council.

In 1984 expenditure on the program amounted to $29.3m, a marginal increase on the Transition Program's $26.6m expenditure in 1983. In 1985, $34m has been allocated for the Program. The magnitude of these increases means that course provision for target groups beyond that allowed by the Transition Program will be limited. The TAFE Council has noted that 'the increase will however allow for some extension of PEP services to the 20 to 24 years age group and for a range of developmental activities'.[6]

Post-School English Language Provisions

English language provisions are of major significance to migrant youth in gaining access to post-school education and training. The Commonwealth funds two programs, the Adult Migrant Education Program and the TAFE Advanced English Program for migrants. The latter is of particular significance to this Review because of its strong emphasis on providing access to mainstream TAFE training provisions, further education in both TAFE and other tertiary institutions, and subsequently to employment.

The TAFE Advanced English Program was initiated following a recommendation made in this Institute's *Evaluation of post-arrival programs and services* of May 1982. Through the Commonwealth, grants were made to state TAFE authorities for the provision of English as a second language (ESL) courses with the objectives of increasing English proficiency to a level where a migrant seeking to obtain training can achieve entry into courses in TAFE or other post-secondary institutions, and to assist migrants who may already have skills develop an adequate command of English for occupational purposes, and/or to obtain recognition of their overseas qualifications. In 1983 program expenditure was $3.3m and in 1984, $5m was allocated. In 1985 funds have been provided through a designated grant for special course provision of $7m, with advanced English courses being one of several designated purposes. The same level of activity is expected to be maintained.

Courses and activities vary between states in duration, purpose and nomenclature. In New South Wales, in 1983, courses and activities were funded under the categories of: bridging courses for overseas-trained students in a range of occupations; entry and re-entry courses which develop a range of skills (such as study skills) applicable for entering other courses; introductory courses for specific vocational areas and related English; pre-vocational courses to assist students preparing for selection tests to enter various employment fields; vocational courses to improve command of specific skills and related English in specific occupations and industries; advanced English courses of a general nature; tutorial support where the number of students in vocational classes is too small for parallel classes in ESL; and individual programs through the Individual Learning Centre. In 1983, New South Wales TAFE funded 163 courses and activities in 18 metropolitan and 13 country colleges. The largest proportion of expenditure, 22.3%, was provided for entry and re-entry courses. A survey of 55 of the 61 Advanced English courses offered in 1983 identified at least 1,522 students enrolled in TAFE.

In Victoria, the program is offered in 12 metropolitan and 6 country colleges and a range of community learning centres. Courses and activities are funded under the categories of: Occupational English which provide ESL for a specific occupation; English for Occupational Purposes which comprise a common core of English and elective modules in specific occupational areas; English for Academic Purposes which provide study skills and related English to assist students gain entry to further study in TAFE and other institutions; English language support for students in mainstream TAFE courses; and general advanced English courses, provided particularly in country areas. Most submissions for funding are in the categories of English for Academic Purposes, English for Occupational Purposes and Occupational English.

In South Australia the program comprises: technical and professional English courses; study skills bridging courses; general advanced English courses; a professional tutor scheme; literacy classes; an advanced correspondence course; and special conversation classes. In 1983, participants were estimated at 562 enrolments, with 571 enrolments projected to the end of 1984. In Western Australia the program offered two types of courses - Migrant Access to Education and Job-Oriented Migrant English - at five metropolitan colleges in 1984. Full-time access courses are 12 weeks, while full-time, job-oriented courses may vary between 6 and 12 weeks. At the end of July 1984, 547 students had either completed a course or were currently on a course.

In Queensland the program is centred on the South Brisbane College of TAFE, with a few courses provided at country locations. There are three elements: ESL class modules for part-time core courses in written English, oral skills and English for Academic Purposes; a full-time six-week course in English for Tertiary Studies which is being developed; and a full-time access course for ESL speakers provided over three semesters. In 1983, 310 students participated in these courses.

Courses do not generally provide certificates upon completion unless the English is provided in the form of a module in an existing mainstream certificate course or through a course which is parallel to an existing mainstream course. Consequently, in most courses, the access objective of the Program is met only after the ESL course is completed, and provided the completing students progress to another TAFE course. Program administrators have expressed concern about the lack of linkage between ESL and mainstream courses, and it was noted that this would be a priority area in program development in 1985.

Living allowances, equivalent to the unemployment benefit and administered by the Department of Education, are paid to students in full-time courses. In

1983/84, 1,010 full-time students received living allowances in New South Wales, Victoria, Western Australia and the Northern Territory. These represent a minority of students, as at least 1,522 students participated in the program in New South Wales alone in 1983. Only 130 students in New South Wales received living allowances in 1983/84. Some Victorian courses under the Advanced English Program are approved courses for the purposes of the transition allowance.

The Adult Migrant Education Program (AMEP) is the major Commonwealth-funded program directed at the ESL needs of adult migrants. It is administered by the Department of Immigration and Ethnic Affairs (DIEA) and is delivered by state/territory Adult Migrant Education Services (AMES). Some of these are located within state TAFE authorities. DIEA also funds tertiary and other institutions, such as TAFE in New South Wales, to deliver AMES courses. In 1983/84 expenditure on the program amounted to $39m of which $25.8m was provided to state/territory AMES and $2.1m was provided to tertiary and other institutions.

The program provides a range of English language learning arrangements encompassing short part-time and full-time on-arrival courses; part-time, full-time, day and evening on-going courses; community classes; courses in the workplace; a home tutor scheme; and a correspondence course. Provision for individual learning through individual learning centres is made in all states and territories. Special course provision is made through an innovations/development budget. In 1984/85 funds have been made available for a limited number of full-time intensive courses of 20 weeks. Most course provision is part-time, up to 20 hours per week, and offered to migrants who have been resident for more than 12 months. Of the 1,518 courses offered by AMES in Victoria in 1983/84, excluding courses in the workplace, 1,420 or 94% were part-time and 1,299 or 86% were on-going.

The program offers basic English instruction oriented to the employment, further education and social needs of participants. On-arrival courses, available to migrants within 12 months of arrival, provide survival English. In 1983/84, enrolments were estimated at 120,000. Living allowances at the level of the unemployment benefit are available to students on all full-time courses and part-time on-arrival courses. In 1983/84 expenditure on living allowances amounted to $7.4m. The program is expected to be reviewed in 1985.

Higher Education

Since 1974, higher education in Australia - universities and colleges of advanced education, including the institutes of technology and the former teacher training colleges - has been fully funded by the Commonwealth. In 1983/84 Commonwealth expenditure on higher education amounted to $1,922.7m which represents 47.1% of the Commonwealth education budget. Of this, $1,162.9m was provided to universities and $759.8m to colleges of advanced education. The grants are administered by the Commonwealth Tertiary Education Commission (CTEC) and are made to institutions in the form of capital, equipment and recurrent grants.

The broad purposes of universities were articulated by the Australian Universities Commission in its Sixth report of 1975: 'the purposes for which [universities] are funded and for which society continues to maintain them, include the preservation, transmission and extension of knowledge, the training of highly skilled manpower and the critical evaluation of the society in which we live'.[7] These purposes also apply, with different emphases, to the advanced education sector which is differentiated from the university sector by a greater emphasis on the application of knowledge and vocational education and training and by the pure research function being less pronounced.

Universities and colleges provide education and training for a wide range of occupations. They have responsibility for providing the training necessary for entry into the professions, vocational education, and education in specific disciplines and fields of study which, while not training tied to specific occupations, provides access to a range of occupations. In 1983, 342,044 persons were enrolled in higher education institutions. Of these, 58% or 198,420 were aged 15 to 24 years, and 51.6% were enrolled in universities. In 1983 these students represented 3.0% of the 15 to 19 years age cohort and 4.6% of the 20 to 24 years age cohort. In 1983, 37,531 students in higher education institutions proceeded direct from school. This represented 41.9% of the 1982 final year school population and 14.7% of the 17-year-old population. Full-time students comprised 94% of students commencing direct from school.[8]

In the context of this Review, participation in and access to higher education by migrant youth are important because of their impact upon labour force participation and as a route to employment. Since 1983 Government policy objectives in higher education, as with objectives for TAFE and schools, have been directed at increasing the level of participation by young people and to promoting equity of access by groups considered to be disadvantaged. The Government, in the Guidelines for 1984 to the CTEC, linked disadvantage to race, gender, ethnic origin, socio-economic status and geographical location. Two issues are involved: increasing the proportion of youth-age cohorts at higher education level; and ensuring that students undertaking higher education are drawn from a more representative cross-section of society.

Government policy is being implemented in two ways. Participation issues are being addressed by additional funding to boost the number of higher education places available. Equity of access is being addressed by providing some funding to examine the operation of entry requirements to institutions, and to isolate factors behind low participation rates among particular groups.

In 1983 the Government allocated an additional $10.5m to create an additional 3,000 places in universities and CAEs, with a commitment to funding an additional 15,000 places by 1987. These funds were distributed mainly to outer-metropolitan and regional universities and CAEs, on the rationale that a major concentration of the groups which are disadvantaged in their access to and participation in tertiary education occurs in these areas.

Equity is being sought in two main ways. The CTEC has asked institutions to review their entry requirements with a view to providing better opportunities for applicants from disadvantaged backgrounds, while ensuring that the quality of graduates is maintained. At the same time, it is providing limited funding for measures which will contribute to the longer term improvement of access to higher education by disadvantaged groups. The Government made $250,000 available for this purpose in 1984 and an additional $750,000 in 1985.

In relation to the special grants for access measures, the CTEC has funded a number of projects which are examining the characteristics of students who proceed to higher education and the characteristics of students in particular courses. One such special project is a joint project being conducted by Nepean

CAE (New South Wales) and Footscray Institute of Technology (Victoria), which is developing materials for use by students who obtain entry to higher education but who face particular disadvantage related to inadequate language and numeracy skills and to inadequate subject preparation. For 1985 the CTEC has specified that proposals should have an institutional focus and should be directed particularly towards selected pilot projects and programs relating to outer metropolitan areas and other disadvantaged areas. Programs are to concentrate on providing special support for disadvantaged groups within institutions, but may also include tertiary preparation and orientation programs, transfer arrangements between institutions and link course arrangements between schools and tertiary education institutions.

Finally the CTEC has noted that while the proportion of the population born in non-English-speaking countries was 13.5% in 1981 'there are, however, no strictly comparable data on the proportion of tertiary education students from migrant families'. The report went on to note that 'an analysis of the problems of the different ethnic groups and the development of measures to assist each group separately may be necessary in order to improve access among the migrant population as a whole'.[9]

FOOTNOTES

[1] Campbell, W.J. et al (1984) and Campbell, W.J. and McMeniman, M. (1984).

[2] Commonwealth Tertiary Education Commission (1981) (Vol. 1, part 4, p.13).

[3] Ibid.

[4] Department of Education and Youth Affairs (1983) (p.36 Table 2.5 and p.150 Table 4.9).

[5] Commonwealth Record, 7-13 February, 1977.

[6] Commonwealth Tertiary Education Commission (1984) (Vol. 2, part 2, p.189).

[7] Australian Universities Commission (1975).

[8] Commonwealth Tertiary Education Commission (1984) (Vol. 1, part 2 appendices, p.29 Table 3.3; pp.36-37 Table 7).

[9] Ibid, p.72.

Objectives of Surveys

Prior to commencing work on the surveys themselves, qualitative field work was undertaken in February and March 1983 in Sunshine in Victoria and Fairfield in New South Wales, both municipalities with high concentrations of overseas-born. The studies involved bilingual field workers conducting unstructured interviews, and observing and participating in the daily activities of migrant youth. In Sunshine, the birthplace groups studied were Greek and Cypriot, Maltese, Polish, Croatian and Macedonian; while in Fairfield they included South American, Italian, Assyrian, Laotian, Vietnamese and Khmer.

Approximately 850 interviews were conducted with migrant youth aged between 15 and 24 years as part of these field studies. The majority were unemployed, although other youth who were employed or still studying were also interviewed to provide an understanding of their situations compared to those of the unemployed. Interviews were exploratory, conducted in the relevant community languages, and ranged from half an hour to several hours.

The studies, while providing a limited basis for generalisations, gave a valuable insight into youth issues and problems, and provided an orientation for the design of the large-scale surveys. Factors which appeared significant to the employment experiences of overseas-born youth in the two municipalities included: family background; level of schooling; work experience; counselling and job preparation at school; English proficiency; ethnicity; attitudes to work; job-seeking strategies; perceptions and experiences of unemployment; occupational goals; use of Commonwealth Employment Service (CES) and knowledge of labour force programs; and social and leisure activities. These factors became the key variables for developing and designing the 1983 General Survey.

The 1983 General Survey had three broad aims:

- to study the range of factors affecting employment and unemployment among young people, including factors relating to family background, education and ethnic origin
- to assess the availability and suitability of labour market programs and services for young people, including knowledge of and use of these services
- to estimate the impact of these programs and services on the employment opportunities of both employed and unemployed youth.

The sample for the survey was based on preliminary work carried out in Melbourne, Sydney and Adelaide.* Unlike a sample chosen randomly to survey respondents across the whole population, the 1983 General Survey was designed to include migrants from a number of communities. These included the longer established migrant communities (persons born in the UK and Eire, Greece and Italy); recently arrived communities (persons born in Vietnam, and Arabic speakers); and communities that had arrived in the intermediate period (persons born in Poland and Yugoslavia, and Spanish speakers). Persons born in Australia were included for comparative purposes.

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* The sample was based on an initial data collection from selected areas chosen with ABS assistance. Respondents had to be chosen by birthplace, given the nature of the ABS census data: ethnicity information was sought but necessary trialling of questions meant that the information obtained was not comparable among all respondents.

Interviews were conducted in the respondents' preferred language at their places of residence, using translated questionnaires and trained bilingual interviewers. Both field and phone audits were carried out on all completed questionnaires to ensure the reliability of the data.

Respondents were limited to people aged 15 to 30 years when the preliminary block-listing was undertaken. They were asked about their birthplace; period of residence in Australia; English ability; educational background; work experience; attitudes to work; experience in job-seeking; use of CES and Commonwealth labour market programs; involvement in community-based programs; parental background; details of spouse and children; and friends and leisure activities.

The 1983 General Survey was retrospective in nature, relying upon respondents to recall all jobs up to mid-1983, as well as periods of unemployment from the time they left school until the day of interview. In some cases this spanned a period of 15 years. Up to 12 occupations were recorded, together with the circumstances in which each job was left and the period of unemployment before a new job was found. The 1984 General Survey carried this history forward to mid-1984. This permitted the compilation of reasonably detailed occupational histories for each respondent, and the examination of point-in-time unemployment, periods of unemployment and their duration, and the extent to which unemployment was a component of labour force experience.

In total, the 1983 General Survey resulted in 5,666 completed interviews. Over 74% of all 15 to 30-year-olds included in the survey sample were visited. Approximately 75% of attempted interviews were completed. The refusal rate for the survey was below 10% the rest being accounted for by non-contacts and respondents who had moved.

Table 1 provides a breakdown of the sex of respondents. There was a fairly equal distribution of males and females. About 2,300 (41%) respondents were overseas-born, and among these, 23% were born in Vietnam, 14-15% in Yugoslavia, Italy and Arabic-speaking countries, and about 11-12% in Greece, UK & Eire. The large number of overseas-born respondents meant that it was possible to analyse the labour force experience of specific migrant groups to a greater degree than had been possible from previous studies. Unfortunately, the low number of Polish respondents meant that they had to be excluded from the survey analysis.

To assess changes in labour force participation over one year, a second survey was conducted in May/June 1984. The 1984 General Survey aimed to:

- assess changes in the employment/unemployment status of respondents
- complement data collected in the original survey
- verify data collected in the first survey by replicating specific questions.

Table 1: Sex of respondents, by birthplace group

Sex	Aust	UK/ Eire	Greek	Ital	Pol	Span spkg	Yugo	Viet	Arab spkg	Total
Male	1,660	129	118	158	35	90	176	273	157	2,796
Female	1,673	146	133	155	35	116	174	245	157	2,834
Total	3,333	275	251	313	70	206	350	518	314	5,630*

Source: 1983 General Survey
* Some cases were dropped from the total where country of birth or sex not stated.

As the survey covered a defined 12-month period, it was possible to record each change in employment status in more detail than was possible in the 1983 General Survey. Fieldwork procedures for the 1984 General Survey were similar to those used in 1983.

The sample for this survey consisted of all 1983 overseas-born respondents, with the exception of the Polish-born youth, and a group comprising half of the Australian-born respondents. Respondents were asked to provide specific information relating to their age, income and living arrangements; English ability; level of education obtained; preparation for employment at school through careers counselling and work experience; employment histories during the preceding twelve months; knowledge and use of Commonwealth employment and training programs and services; perceptions of the problems commonly experienced by the unemployed; perceptions of the causes of unemployment; and suggestions of measures to reduce unemployment.

The 1984 General Survey resulted in 2,521 completed interviews, with a successful completion rate of 67%. The completion rate was lower than that of the initial survey due to the large number of respondents who had changed address and were uncontactable (18%). The refusal rate was just under 8%. Table 2 provides a breakdown of the respondents, 58% of whom were born overseas.

Table 2: Sex of respondents, by language group

Sex	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Males	548	61	79	118	57	125	177	102	1,267
Females	507	86	84	105	83	107	168	109	1,249
Total	1,059	148	163	223	140	232	345	211	2,521*

Source: 1984 General Survey
* In several cases sex was not stated.

Characteristics of Respondents

Of those respondents to the 1983 General Survey 63% were aged 15 to 24 years. A further 37% were aged between 25 and 30 years. With the exception of 15-year-olds, who appear to have been under-represented, the distribution of respondents between ages was broadly similiar to the national pattern.

The only change to the age distribution of the 1984 General Survey respondents was their obvious ageing by one year.

The gender composition was evenly divided between males and females in both the 1983 and 1984 General Surveys. This distribution remained basically unchanged for each of the birthplace groups, with the exception of the Spanish-speaking and UK/Eire-born respondents among whom female representation was higher.

An examination of period of residence among overseas-born respondents revealed three distinct periods of migration. The majority of respondents born in the UK/Eire, Greece and Italy arrived in Australia in the 1950s and 1960s. A 'middle' period of migration occurred in the 1970s with the settlement of the Arabic and Spanish speakers and, to a lesser extent, those born in Yugoslavia. The most recent arrivals were among the Vietnamese, the majority of whom have settled in Australia since 1980 (Table 3).

It is among this latter group that the highest proportion occurs of those arriving in Australia as refugees. Of the 577 respondents (26% of the sample) who reported having arrived as refugees, 89% were Vietnamese-born. There is a general correspondence between the response results for Vietnamese-born and for refugees.

Table 3: Year of arrival of overseas-born respondents (as a percentage)

	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
1953-58	3	4	9	-	1	-	1	2
1959-64	21	18	29	2	3	-	1	9
1965-70	45	41	42	7	53	-	20	27
1971-76	19	26	17	44	29	1	44	22
1977-79	6	6	1	30	8	45	20	18
1980-82	5	6	2	17	6	53	14	20
Jan-June 1983	-	-	-	1	-	1	-	1
Number	274	251	313	205	349	513	314	2,219

Source: 1983 General Survey

Just over half of all overseas-born respondents had relatives living in Australia before arrival. The Arabic speakers (81%), Italian-born (76%) and Greek-born (74%) were those groups in which the majority of respondents had relatives already here, while the Vietnamese-born (38%) and Spanish speakers (33%) were those least likely to have relatives here.

The majority of respondents (66%) were single, with the percentage of single males (74%) being substantially higher than that of females (57%). More overseas-born respondents (40%) were married than Australian-born (21%).

A broad cross-section of religions and denominations were represented in the sample, ranging from Roman Catholic (57%), Protestant (15%) and Greek Orthodox (16%) to Muslim (3%) and Buddhist (6%), although refusal rates for this question were high.

English Language

In the 1983 General Survey it was found that few of those from a non-English-speaking background had used English as their first language when children (about 3%). A significant contrast was noted between first language used at home and that used among friends. Language of birthplace was the chief language spoken at home, although among the Italian- and Yugoslav-born a significant proportion used English. Only the Vietnamese-born and Arabic speakers generally spoke their native languages when among friends.

During community consultations English language difficulties were frequently given as an explanation for the unemployment of young people. Recently arrived communities most frequently described English as a major problem for their youth but longer established groups, such as those of Maltese, Italian and Chinese origin, also believed that English proficiency was affecting the employment opportunities of their young people.

In order to assess this, respondents of non-English-speaking background were asked to assess their proficiency at speaking, understanding, reading and writing English. It was also the Vietnamese-born and Arabic speakers who experienced the greatest difficulty in speaking English. About 37% of Vietnamese-born and 23% of Arabic speakers stated that they spoke English with difficulty or not at all, the rate being higher among women in both groups. There were also differing degrees of mastery of particular English language skills. Generally, greatest difficulty was experienced in writing English, followed by reading, understanding and speaking English. For example, 52% of Vietnamese-born females had difficulty or could not read English, compared to about 41%, who could not speak English, or had difficulty in doing so.

For the purpose of analysis these four language skills were summed, giving equal weight to each, to form a composite measure of proficiency. The scores for this variable (on a zero to 100 scale) are given on the bottom line of Table 4.

Table 4: English language proficiency, by birthplace group

	English language proficiency (0 to 100)					
	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg
Understanding English	71	77	73	77	42	59
Speaking English	70	74	69	76	46	58
Reading English	65	70	68	69	41	50
Writing English	61	67	61	63	38	50
English language ability*	67	72	68	71	42	54

Source: 1983 General Survey

* This is a composite of understanding, speaking, reading and writing English.

By this measure, the Italian-born and Yugoslav-born emerged as the most proficient users of English, on average scoring 72 and 71 respectively. The Spanish speakers and Greek-born were next, with 68 and 67 respectively, followed by the Arabic speakers with a score of 54. The Vietnamese-born possessed the lowest average level of English proficiency.

The majority (79%) of overseas-born respondents had undertaken some English language training. The Vietnamese-born were the most likely to have done so, the Italian-born the least likely. While some (22%) of this training had been undertaken in schools overseas, 40% had been in schools in Australia. Almost all (94%) respondents had found it very or fairly helpful. In the 12-month period between the two surveys, a few (16%) respondents undertook further English training. Such students were again most likely to be Vietnamese-born. Greek- and Italian-born respondents were least likely to have done so.

Preparation for Employment

One role of education is to prepare young people for the world of work and employment by equipping them not only with work-oriented skills and knowledge but also with 'life skills'. With regard to overseas-born youth, this was affected by a number of variables including year of arrival, continuity or discontinuity of their education, the type of education received, and English language ability. The relevance of education to preparation for work was a subject of concern revealed in the consultations and in the qualitative field studies.

The 1983 General Survey collected data on the education of respondents, including length of schooling, type of school attended, post-secondary education, and type of further education. The 1984 General Survey inquired about additional further education.

The education experience of respondents varied enormously between and within the groups in terms of level of education, type of school, and geographical location, particularly so in regard to the latter. The variety of educational institutions attended across a number of political and cultural systems was considerable and raised particular difficulties in terms of comparability. While the majority (more than 80%) of all respondents completed their secondary education in Australia, over 16% had completed their education overseas. The vast majority (over 80%) of Vietnamese-born, and more than 50% of Arabic- and Spanish-speaking respondents, were educated principally in their countries of origin.

Of the 5,666 young people interviewed in the 1983 General Survey, 4% stated they had no secondary education. Within this category, the Yugoslav-born, Vietnamese-born and Arabic speakers predominated. However, this response may be misleading unless characteristics of overseas education systems are taken into account. For example, in Yugoslavia 'primary' education includes elements of Australian secondary education, and students who leave school well into their teens may still be regarded as having only a primary education.

Most (88%) respondents had completed more than four years of secondary education, with 42% having completed more than five years. Attendance beyond four years was particularly high among Vietnamese-born, Spanish speakers, and Greek-born, and those Australian-born with overseas-born parents. Over three-quarters received their secondary education from a state school.

Of those who had left school at the time of the 1983 General Survey, males were more likely to have undertaken further education than females (65% compared with 57%). Between birthplace groups there were substantial differences. Among females, more than half of the Australian-born continued their education beyond secondary school compared with 38% of the Spanish-speaking females, 40% of the Yugoslav-born females, 31% of the Vietnamese-born and 27% of the Arabic speakers. Among the males the Vietnamese-born and Arabic-speaking had the lowest proportions (26% and 20% respectively) pursuing further education. This contrasted with 69% of both Australian-born and UK/Eire-born males.

Table 5 provides information on further education undertaken by respondents to the 1983 General Survey. Further education was taken as meaning any form of post-secondary schooling. Both overseas and Australian education was included in the analysis. About 61% of respondents undertook further education after leaving school, the rate being higher for males (66%) than females. Among males, apprenticeship was the most frequent form of further education, followed by attendance at a technical college. Females were most likely to choose a technical college, with university attracting the next largest group. Australian-born and UK/Eire-born respondents were the most likely to have undertaken further education (69% and 67% respectively) while the Vietnamese-born and Arabic speakers were least likely (35% and 30% respectively). Of the Yugoslav-born, 50% of respondents went on to further study, with the proportions of Spanish-born (57%), Greek-born (57%) and Italian-born (61%) being slightly higher.

Table 5: Further education by birthplace group (as a percentage)

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg
Undertaken further education	69	67	57	61	57	50	35	30
No further education	31	33	43	39	43	50	65	70
Number	2,852	254	227	285	138	292	404	281

Source: 1983 General Survey

The most common form of further education for overseas-born groups was an apprenticeship or attendance at a technical college. There were, however, differences between the groups as Table 6 shows. The majority of Spanish-speaking respondents undertook further study in either a TAFE college or CAE, with very few in apprenticeships. While representation in apprenticeships was similarly low for Vietnamese-born and Arabic speakers, representation of Vietnamese-born in universities was the highest among the birthplace groups, and Arabic speakers had the highest representation in technical colleges. The Australian-born were most likely to attend TAFE colleges or undertake an apprenticeship. Among males, apprenticeship was the most frequent form of further education, while among females, entry into a TAFE college was more frequent, with few undertaking apprenticeships.

Information was also collected in the 1984 General Survey on vocational assistance provided at school. Of the 740 respondents (29%) who had left school within the previous four years, 80% had received careers information at

Table 6: Types of further education by birthplace group (as a percentage)*

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Apprenticeship	22	25	23	31	4	32	14	16	22
Professional certificate	3	2	5	4	1	1	5	-	3
Nursing	6	9	1	1	4	1	1	1	5
Technical college	23	25	27	29	46	32	26	31	25
Teacher training	5	9	2	5	4	1	6	2	5
CAE	16	14	14	5	25	10	20	8	15
University	21	17	21	13	13	8	22	19	19
Correspondence	4	4	5	2	11	4	1	2	4
Other	10	11	9	13	8	10	9	11	10
Number	1,984	170	130	174	79	145	140	84	2,947

Source: 1983 General Survey

* Details on types of further education are not cumulative as respondents were able to indicate more than one answer.

school. Vietnamese-born were by far the least likely to have received any careers advice at school. Those who had, reported having received only a little. However, this may in part reflect the high proportion of the Vietnamese-born educated overseas.

The most common sources of careers information were pamphlets, personal advice from teachers and work experience. Of those who had received careers information, the majority (75%) thought it had been helpful. The Yugoslav-born (63%) and Greek-born (63%) were the groups who considered it had been least helpful.

Less than half of the respondents who had left school in the previous five years had received advice about the CES and its programs while at school. The Vietnamese-born and Greek-born were the least likely to have received this information, and were also the least likely to have been visited by a CES adviser at school. Of those who had received information about CES, 75% thought it had been helpful. Most were aware that CES provided information about careers and jobs through its 'work information centres'. The Vietnamese-born were the least aware of this, and the Italian-born the most aware.

The majority of respondents were critical of their schooling: 59% believed that school had not been at all useful in preparing them for coping with the experience of unemployment; about one-third thought it had been marginally useful, and only 7% thought it had been very useful. The Arabic speakers (56%) and the Yugoslav-born (43%) were the most likely to have found it at least slightly useful, while the Greek-born (23%) were the least likely to have thought so. The great majority of all respondents (85%) advocated that schools should provide more training and guidance oriented towards jobs. Arabic speakers and the Italian-born most frequently suggested this.

In practice, more than half reported they had participated in work experience programs at school: the groups least likely to have done so were the Greek-born, Arabic speakers and Vietnamese-born. Only one-third of those who had undertaken work experience believed it had assisted them in obtaining jobs after leaving school.

Another means by which respondents gained work experience was through part-time employment while at secondary school. Approximately 27% of respondents to the 1983 General Survey had undertaken part-time work while receiving secondary education (Table 7). The Australian-born and UK/Eire-born were the groups most likely to have done so; the Arabic speakers (8%) and Vietnamese-born (3%) the least likely.

The 1984 General Survey reported similar results, with the exception that the Spanish speakers replaced the Arabic speakers as the group with the second lowest proportion undertaking part-time work.

Table 7: Proportion of respondents who undertook part-time employment during secondary education (as a percentage)

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Yes	34	35	16	30	13	15	3	8	28
No	66	65	84	70	87	85	97	92	72
Number	1,484	275	218	300	201	306	463	263	5,353

Source: 1983 General Survey

The 1984 General Survey also asked respondents who had undertaken part-time work during secondary schooling whether they thought this work was of value in preparing them for full-time employment (Table 8). The Vietnamese-born (68%) and the Spanish speakers (57%) were the only groups which majorities indicated that part-time work was not important in preparing them for full-time employment.

Table 8: Respondents' opinion on the importance of part-time work while at secondary school as preparation for full-time employment*

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Important	62	55	63	72	43	56	33	63	61
Not important	38	45	38	28	57	44	67	38	39
Number	172	20	8	25	7	25	6	8	271

Source: 1984 General Survey
* respondents who had undertaken part-time work while at secondary school

Finally, those who had left school in the four years prior to the 1984 General Survey were asked to indicate how useful their schooling had been in obtaining educational and vocational skills. Table 9 outlines the percentage of respondents who thought their schooling was either very useful or fairly useful. Literacy and numeracy skills were regarded by the most number of respondents as the most useful skills acquired from schooling. A smaller number considered that they had been provided with useful skills in finding a job, handling interview situations and preparing job applications. Few felt that schools had provided them with much assistance in 'coping with being unemployed'. This pattern of response was common to all birthplace groups.

Table 9: Proportion of school leavers who considered schooling useful for a range of educational and vocational skills (as a percentage)

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Holding an interview	34	54	40	39	53	54	65	70	50
Reading instructions	71	92	69	63	81	74	76	91	74
Understanding instructions	72	84	71	70	92	70	71	86	74
Finding a job	41	45	40	49	46	42	47	65	44
Writing reports	75	61	51	49	73	62	62	58	59
Writing job applications	60	74	55	56	69	67	56	84	62
Giving instructions	37	37	20	39	54	47	36	72	40
Coping with unemployment	14	19	6	21	26	25	24	40	19
Using leisure time	39	32	34	32	35	42	29	63	39
Completing forms	66	74	57	56	79	59	62	84	66
Using simple maths	84	92	69	91	81	82	62	91	83
Number	396	38	35	57	48	79	45	43	741

Source: 1984 General Survey

First Entry into the Australian Labour Market

The first step towards obtaining a job is a critical occasion. It has often been noted that adolescence is an important time for establishing independence and consolidating a sense of personal identity.* One way of achieving this is through employment. A smooth transition into employment helps to overcome many of the anxieties and concerns associated with emerging adulthood. In recent years teenager concern has been heightened by increasing media attention to the plight of the unemployed school leaver.

For overseas-born youth who enter the labour market on arrival, there is the double problem of settling in Australia and finding a secure job. They do not have the benefit of using their time at school to learn about the Australian system of work.

The importance of work to youth, both overseas- and Australian-born, was strongly registered among respondents to the 1983 General Survey. The majority believed that the goals of work were to provide security, accomplishment, income and companionship, in that order. For Australian-born respondents, security and accomplishment were the chief goals, while for the overseas-born income often replaced accomplishment as an important goal.

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* See, for example, Tiggeman and Winefield (1980).

The 1983 General Survey was able to assess the initial outcome of entry into the workforce for Australian-born and overseas-born youth who entered through the Australian school system, and for those migrants who entered directly on arrival from overseas. The findings are contained in Tables 10 and 11.

Table 10: Employment status two months after leaving an Australian school (as a percentage)*

Employment Status	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Employed	71	73	61	72	44	68	39	63	70
Unemployed	29	27	34	28	56	32	61	37	30
Number	2,380	176	126	211	34	158	23	67	3,175

Source: 1983 General Survey
* excludes those not in the labour force

The majority of Australian school leavers went straight into employment: 70% of respondents were in employment two months after leaving school. The rate of entry into employment was highest for Australian-, UK/Eire- and Italian-born, the percentages being 71%, 73% and 72% respectively. While there were only a small number of Vietnamese-born and Spanish speakers who entered the labour force from an Australian school, they experienced substantially lower levels of initial employment (39% and 44% respectively).

Table 11: Employment status two months after arrival from overseas* (as a percentage)

	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Employed	44	39	45	35	49	27	31	32
Unemployed	56	61	55	65	51	73	69	68
Number	54	28	20	46	41	216	81	515

Source: 1983 General Survey
* This was calculated by subtracting the time of arrival from time of first job and excluding those not in the labour force.

Migrants entering the labour market directly from overseas experienced much higher rates of unemployment than migrants entering through an Australian school (68% compared to 34%). This was so for all birthplace groups. Table 11 provides details of employment status for new entrants from overseas two months after settlement. The Italian-born, Yugoslav-born and UK/Eire-born had the lowest rates of unemployment (ranging from 51% to 56%), while the Vietnamese-born and Arabic speakers had the highest rates of unemployment (73% and 69% respectively).

Overall, the level of unemployment experienced by all first entrants into the labour market was 35%, which was higher than the general unemployment level recorded for all respondents to the 1983 General Survey as at May/June 1983 (26%). The high levels reflect the disadvantage, arising from limited work experience and skills, faced by new entrants, whether born in Australia or overseas, in obtaining jobs in competition with others already in the labour force.

For those who experienced unemployment on first entering the labour force, the average period of unemployment was seven months, as shown in Table 12. The majority of groups reported average initial periods of unemployment of between six and seven months. The Vietnamese-born experienced the longest initial period of unemployment, the average duration being 17 months, although the average duration of subsequent periods declined more rapidly than for other groups.

Table 12: Average duration of unemployment in Australia before obtaining first job in Australia (months)*

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Persons	7	7	7	6	10	7	17	6	7
Male	7	7	7	5	6	9	16	5	8
Females	6	7	6	7	13	5	17	7	7
Number	965	50	47	57	31	45	127	47	1,382

Source: 1983 General Survey
* includes only those initially unemployed

The differences between male and female initial periods of unemployment varied considerably between groups. Among some groups, particularly the Vietnamese-born and Spanish speakers, females experienced higher initial periods of unemployment than males, while in some cases, particularly that of the Yugoslav-born, initial average unemployment of females was lower than that of males.

First Job

Table 13 provides details on the first job obtained in Australia by respondents. About 38% of all respondents obtained their first jobs as tradesmen, production process workers or labourers. A similar percentage of respondents obtained their first job in either clerical (26%) or sales (13%) occupations. Generally, the proportion of overseas-born youth who obtained their first job in Australia in trades and process occupations was significantly higher than it was for youth born in Australia. Correspondingly, Australian-born respondents were more represented in professional, technical, sales and clerical occupations than were overseas-born, although some groups had high numbers who had completed tertiary education (Table 6) and were engaged initially in these occupations overseas.

Table 13: Occupation of first job in Australia, by birthplace group (as a percentage)

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Professional or technical	14	16	5	7	3	5	7	3	12
Administrative executive, and managerial	1	-	2	1	-	2	-	-	1
Clerical	28	26	21	29	6	20	2	17	26
Sales	10	16	14	10	3	12	2	4	13
Farmer, etc.	2	1	-	-	-	-	-	-	2
Miners and quarrymen	-	-	-	-	-	-	-	-	-
Transport and communications	2	2	2	4	-	1	2	4	2
Tradesmen, process workers and labourers	33	31	48	45	64	54	78	69	38
Service, sports, recreational	8	7	6	5	25	6	10	2	7
Armed services	-	1	1	-	-	-	-	-	-
Number	1,804	148	98	164	36	137	60	92	2,539

Source: The 1983 General Survey

There were considerable differences between the genders in relation to first job obtained in Australia. Among males, employment as tradesmen, production process workers or labourers formed the main category of initial employment for 61% of respondents. The percentage of overseas-born males in these occupations was substantially higher. For example, 81% of Arabic-speaking males entered these jobs compared to 57% of Australian-born males.

Among females, clerical occupations formed the chief category of employment (41%). However, a clear dichotomy exists between Australian-born and the majority of overseas-born. While the largest percentage of Australian-, UK/Eire-, Greek- and Italian-born obtained their first job in Australia in clerical positions, other overseas-born obtained their first job mainly in the trades and process occupations. This contrast was most evident between Australian-born and Vietnamese-born women, where the percentages in clerical occupations were 52% and 3% respectively. The percentages in trades and process occupations were 5% and 83% respectively.

The first jobs for those resident in Australia for five years or less were heavily concentrated in trades and process occupations, the percentage employed in these occupations being 76% and 78% respectively. For many of these migrants, the initial job obtained in Australia defined the limits for later job changes, subsequent jobs being frequently in the same occupational category.

Problems experienced by the overseas-born in finding employment, both on leaving school and from outside the labour market, were also evident from the qualitative studies. Young people, particularly from the more recently arrived migrant groups, reported initial difficulty in entering employment as a result of lack of work experience, limited English, problems with job-seeking strategies, lack of knowledge of employment options, or less effective contacts and social support networks. Ethnic communities consulted during the Review also commented on the problems facing young migrants in obtaining employment, and referred to such factors as limited English language ability, education, and community attitudes and prejudice.

For some youth these problems were aggravated by other factors. In the cases of several interviewed, particularly among the Vietnamese-born, there was a lack of family support networks. Among others, high expectations, encouraged by parental pressures, were not matched by adequate preparation for job-seeking either at school or through their parents. Students who left after Year 11 were particularly disadvantaged. If they were unsuccessful in obtaining apprenticeships and jobs at that level, they had to compete with students with HSC qualifications for the limited vacancies available.

The qualitative studies also suggested that many young teenagers, after an initial period of indecision, were prepared to accept any job rather than remain unemployed. As a result they took jobs at a lower level than those for which they might be considered qualified, and many reported they had found themselves in insecure situations - liable to retrenchment, receiving low wages, or working in poor conditions. As the last employed, youngest and least experienced, they were more likely to be retrenched and suffer subsequent unemployment.

Table 14 provides details of average duration of first job. It shows a considerable degree of mobility, with the majority of people leaving their first job after about two years. Italian-born tended to stay in their first job for the longest period of time (27 months), while Vietnamese-born stayed the shortest (16 months). While the average durations of first jobs for males and females were fairly similar overall, for Vietnamese-born and Spanish-speaking females the average duration of employment in their first job was substantially higher than it was for their male counterparts.

Table 14: Average duration (months) of employment in first jobs, by birthplace group*

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Persons	26	25	25	27	21	21	16	21	25
Males	27	28	28	26	17	22	14	22	25
Females	25	22	23	28	24	20	19	19	24

Source: 1983 General Survey
* excludes those still in first job and others who have never been employed

Mobility in the Labour Force

Having established a foothold in employment, there is every likelihood that a young person will make a number of job changes. The 1983 General Survey noted high expectation of job changes among both Australian-born and migrant youth. Spanish speakers had the highest expectation of job change (77%), while Vietnamese-born had the lowest expectation (49%). Only 26% of respondents in the labour force stated that they wanted to retain the same job five years hence.

Despite these high expectations, however, most overseas-born respondents believed that those born in Australia were more likely to get jobs than themselves. When asked whether it was easier or more difficult for people born in Australia to get jobs compared to those born overseas, 44% of the Australian-born and 61% of overseas-born felt that it was easier for the Australian-born. This is in contrast to the 5% of Australian-born and 20% of overseas-born who felt it was easier for migrants to get jobs. Among the reasons specified for it being easier for Australian-born to get jobs were that employers preferred those fluent in English (58%) and that there was a general preference for the Australian-born (27%).

The extent to which migrants' perceptions of the Australian-born being favoured in jobs reflects experiences of discrimination is difficult to determine from the surveys. However, the field studies of refugee and other migrant youth conducted in Fairfield and Sunshine provide some insight. Few youth interviewed indicated overt discrimination or racial prejudice to be a problem. Discussions with employers in Fairfield found that in terms of recruitment practices, migrants were not seen as a homogeneous group, some ethnic groups being favoured over others in employment. Such preferences were usually explained on the basis of previous experience, with those groups which had supposedly exhibited greater commitment to work being favoured.

There are many reasons why people seek to change jobs and the 1983 General Survey found a variety of reasons why respondents had left their first job. For both males and females, finding a better job was the most frequent reason given for leaving, followed, for males, by finding the job unsuitable or retrenchment, and retrenchment or marriage/child for females.

More detailed information on the reasons for leaving jobs was collected for every job change in the 12-month period covered by the 1984 General Survey (Table 15). Overall, the most frequent reason for youth leaving jobs was to find a better job (29%). A further 11% left because they were considered unsuitable. Retrenchments accounted for 25% of all job changes, while 9% of respondents left their jobs because they were dismissed.

There were gender differences when looking at the second most frequent reason: for males it was that they were retrenched, while for females it was because they were pregnant or for other child-related reasons.

There were also ethnic group differences. For longer established migrant groups (Greek-, Italian- and Yugoslav-born) as well as the Australian-born, finding a better job was the most frequent reason for leaving. The more recent groups (Vietnamese-born and Arabic speakers) were most frequently prone to retrenchment.

Table 15: Main reasons for leaving jobs, by birthplace group (as a percentage)

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Dismissed	10	15	-	11	-	8	10	-	9
Retrenched	23	33	28	32	22	25	27	25	25
Better job	32	22	40	38	33	25	10	18	29
Job unsuitable	11	15	16	14	-	5	-	18	11
Health/injury	3	4	8	5	-	10	7	21	6
Pregnant/child	5	7	16	8	-	15	20	11	9
Bad conditions	13	-	-	-	-	10	7	-	9
Number of respondents	190	27	25	37	9	40	30	28	386

Source: 1984 General Survey
Note: Percentage and total based on respondents. Percentages are not cumulative as different reasons may apply for each job change. Data covers 445 separations from employment.

Respondents aged over 20 had a greater tendency to remain in jobs than the 15 to 19-year-old group. Indeed, teenagers not only more frequently left jobs, but they did so for different reasons. For teenagers, retrenchment, finding a better job, or finding the job unsuitable were equally frequent reasons for leaving, while for the older group finding a better job was the most frequent reason for leaving.

The data indicates a relationship between reasons for leaving a job and previous employment status. Respondents who had been unemployed before obtaining their jobs were the most frequently retrenched. Those who had been students immediately prior to obtaining their job were also prone to retrenchment or left because they considered the conditions unsuitable. Those who had been previously employed, as well as those who had left school but remained outside the labour force to continue education or for other reasons, left most frequently because they found a better job.

In the 1983 General Survey it was possible to measure both the average duration of jobs and the number of jobs held by an individual. Table 16 provides data on the average duration of jobs held by respondents to the 1983 General Survey by birthplace and by sex.

Table 16: Average duration of jobs, by birthplace group (months)

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Persons	18	18	19	23	14	18	13	19	18
Males	19	18	20	19	13	18	12	18	18
Females	18	19	19	28	16	18	14	20	19

Source: 1983 General Survey

For all respondents, the average duration of each job held was 18 months. Females tended to have a marginally longer period in a job than males (19 months compared to 18 months). This tendency held for most birthplace groups except Australian-, Greek- and Yugoslav-born. The most successful birthplace groups in terms of duration of jobs were the Italian-born (23 months) followed by the Greek-born (19 months) and Arabic speakers (19 months). The birthplace group which was most likely to have a short period of employment stability in each job was the Vietnamese-born (13 months) followed by Spanish speakers (14 months).

The data on average number of jobs held shows, as expected, that the number of jobs obtained increases with age. The results obtained for persons aged 15, 20, 25 and 30 years are given in Table 17. The average number of jobs held at age 30 years varied from four for UK/Eire-born to two for Vietnamese-born. The average number of jobs held by males was generally higher than that for females across birthplace groups. Both Australian-born and migrants from the established communities (UK/Eire-born, Italian-born and Spanish speakers) tended to have higher job mobility as measured by average number of jobs held compared to the more recent communities of Vietnamese-born and Arabic speakers.

Table 17: Average number of jobs held, by age and by birthplace group*

Age	Aust FOB	Aust FAB	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Persons										
15 years	-	-	-	1.0	-	2.0	-	-	-	1.3
20 years	1.8	2.2	1.5	2.4	2.8	1.5	2.0	1.4	1.5	2.0
25 years	2.9	3.2	2.6	2.0	3.2	2.5	2.1	2.0	1.9	2.8
30 years	2.9	3.5	4.4	2.8	3.6	3.5	2.8	2.0	2.5	3.2
Male										
15 years	-	-	-	1.0	-	1.5	-	-	-	1.2
20 years	1.8	2.1	1.6	2.7	3.3	1.0	2.4	1.4	1.7	2.0
25 years	3.3	3.2	1.9	1.6	3.8	6.0	2.2	2.6	2.1	3.0
30 years	2.9	3.3	5.0	2.3	3.9	3.7	3.2	2.2	2.9	3.3
Female										
15 years	1.0	-	-	-	-	1.0	-	-	-	1.0
20 years	1.8	2.4	1.4	2.0	2.6	2.0	1.6	1.2	1.2	2.0
25 years	2.3	3.3	3.3	2.7	2.2	1.3	2.0	1.4	1.5	2.5
30 years	3.0	3.5	3.6	3.4	3.2	3.4	2.4	1.9	2.0	3.1

Source: 1983 General Survey
* includes only those who have been employed at some stage
FOB (father overseas-born)
FAB (father Australian-born)

The data on job mobility seems to lend weight to some migrants' belief that their mobility is limited relative to that of the Australian-born population. For Vietnamese-, Yugoslav- and Greek-born, and for Arabic speakers, this seems to be the case at every age level. Only Italian- and UK/Eire-born appear to have higher job mobility than the Australian-born.

Job-seeking Strategies

The Institute's youth field studies and community consultations suggest youth from Australia's ethnic communities use a wide combination of methods in attempting to find work. Further, job-seeking patterns vary, and variations appear to relate to a number of factors, including length of residence in Australia, English language proficiency, level of education, type of occupation sought, and community networks and contacts with employers. Youth from the different communities varied significantly in the job-seeking strategies they utilised.

The 1984 General Survey also found the use of a broad range of strategies, as shown in Table 18.

Table 18: Methods of seeking jobs often used, by birthplace group (as a percentage)*

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Write to employers	34	29	19	19	20	18	9	15	24
Telephone employers	35	38	35	36	44	28	14	31	32
Personal visits	42	41	46	45	41	45	78	73	49
CES	36	34	44	33	39	41	44	42	38
Private agencies	6	9	14	7	6	4	2	3	6
School programs	7	1	6	6	3	2	3	6	5
Newspaper ads	63	59	64	62	66	52	27	59	57
Family and friends	31	27	37	29	37	38	52	61	36
Total number having ever looked for work	954	140	145	87	212	203	267	146	2,154

Source: 1984 General Survey
* methods often used include very often and fairly often.

All groups made significant use of CES. The field studies found that the differences in use were not so much in extent but in the reasons for and context of CES use. The Vietnamese-born and Arabic-speaking youth used CES, despite language difficulties and relative lack of success, because they had few alternative avenues for job-seeking. In Fairfield, use of CES by youth from these communities tended to be limited to registration and compliance with other formal procedures. Other visits to CES were made either as an adjunct to 'gate calling' or simply when near the office. Youths from the Greek, Italian, Maltese and Yugoslav communities in Sunshine and Fairfield utilised CES to a similar extent to that of the Vietnamese-born and Arabic-speaking youth, but in conjunction with a wider variety of other strategies.

The 1983 General Survey found that the Spanish-speaking and Vietnamese-born youth obtained a comparatively high proportion of their jobs through CES, with just over 18% coming from this source (Table 19). The field studies suggest that these results reflect a combination of factors varying across communities. For example, the relatively high percentage of jobs obtained by Vietnamese-born respondents reflects their dependence on CES, while the figures for the English speakers suggest success in using the CES system along with other channels.

Table 19: Means by which respondents found most recent job, by birthplace group (as a percentage)

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
CES	13	17	10	9	19	12	18	9	14
English language newspapers	19	16	10	16	15	10	3	9	15
Family/friends	34	33	51	44	44	51	26	36	37
Direct application at door	24	25	18	20	20	22	47	44	25
Others	10	10	11	11	2	6	6	3	9
Number	2,531	240	183	254	97	253	304	197	4,104

Source: 1983 General Survey

The 1983 General Survey found that respondents' most successful method of finding their most recent job had been through friends or family. This network tended to operate more effectively for males (41%) than females (33%) across all groups, with the exception of the Vietnamese-born and Arabic speakers where females were marginally more successful. Youth from the Greek- and Yugoslav-born communities were particularly likely to obtain employment through such networks, with just over half the jobs obtained coming from this source, while Italian-born and Spanish-speaking youth obtained over 40% of their jobs in this manner. The field studies, with Vietnamese-born and Arabic-speaking youth in Fairfield, would suggest that the relatively low proportion of jobs obtained through contacts among family and friends, as indicated in Table 20, underestimates the importance of these intermediaries in directing 'gate-calling' activity. The 1984 General Survey (Table 21) revealed a greater use of family and friends by Vietnamese-born and Arabic-speaking respondents.

The use of family and friends as intermediaries with employers was a significant and successful channel of job-seeking. The field studies suggest that there was considerable variation in the use of this strategy. For the Arabic-speaking and Vietnamese-born youth, these informal intermediaries were most often friends and family who were already working in the factories: thus for these two groups 'family and friends' and 'direct application at the door' should be considered together as variations of basically one job-seeking method.Knowledge of existing vacancies through inside information gave direction to the use of the 'gate-calling' strategy. In the Italian, Greek, Spanish and Yugoslav communities there was a more diverse network of contacts with employers, was more diverse, with the networks often including employers themselves - a reflection of the influence of period of residence in establishing businesses. The importance of these intermediaries is reflected in Tables 20 and 21.

Table 20: Jobs obtained through CES as percentage of all jobs obtained, by birthplace group

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
%	14	13	17	11	22	19	16	9	15
Number	866	111	116	183	51	168	193	106	1,794

Source: 1984 General Survey

Table 21: Most successful method of obtaining most recent job, by birthplace group (as a percentage)

Method used	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Write to employers	13	6	3	5	3	6	3	3	8
Telephone employers	6	7	6	9	3	3	0	3	5
Personal visits	18	24	23	22	19	32	47	30	25
CES	12	12	21	9	19	17	14	10	13
Private agencies	2	2	4	1		1			2
School programs	4	2		2	2	1	0	1	2
Newspaper ads	18	22	17	26	19	7	5	21	17
Family/friends	27	25	26	25	34	34	30	33	28
Number	837	122	113	183	173	219	120	62	1,829

Source: 1984 General Survey

The 1983 and 1984 General Surveys showed that direct application to employers was the second most successful job-seeking strategy for all respondents, providing about a quarter of the jobs founds. The results underline the importance of this method for the Arabic-speaking and Vietnamese-born youth, who obtained over 40% of their jobs in the first survey through 'gate-calling'. Differences between males and females were not generally of a large order, but were more significant in the Vietnamese and Arabic-speaking communities.

The field studies in Fairfield found a very similar pattern of job-seeking among the Vietnamese-born and Arabic-speaking groups. Personal visits to employers involved 'gate-calling' at factories and industrial estates early in the morning to ask about vacancies. These youth believed that through by-passing the CES they had a chance to persuade employers to take them on despite their undocumented skills and/or lack of work experience. Their limited English was compensated for by their persistence, and their preparedness for hard work, long hours and working conditions not favoured by some other job-seekers. It was believed frequent visits would impress employers with earnestness and determination to a get a job.

This perception was confirmed by consultations with employers, some of whom commented favourably on the persistence of some Indo-Chinese job-seekers. The field study of employers in Fairfield found that large-scale employers of factory labour preferred to recruit at the gate and/or rely on existing employees for recommendations. The importance of internal recruitment was echoed in the experience of the Vietnamese-born interviewees in Fairfield, who reported finding jobs through inside knowledge of vacancies through friends and family. In addition to knowledge about specific vacancies from existing employees, gate-calling activity was concentrated on those factories where it was known that employers were prepared to recruit unskilled labour from among the local Indo-Chinese community. Among the youth from the Greek, Italian and Maltese communities 'gate-calling' was a comparatively minor job-seeking strategy. The only exceptions were the early school leavers who, because of their literacy problems and lack of employment skills, could compete only for jobs on factory production lines.

The 1984 General Survey found that, with the exception of the Vietnamese-born, all groups made use of English language newspaper advertisements as a major source of knowledge about vacancies. Table 4.2 in Chapter Four (job-seeking methods by language ability), confirm the self-evident relationship between English language ability and use of newspapers. The field studies found that use of newspapers increased quickly with English proficiency. Once a minimal level of English proficiency was obtained, the frequent use of newspapers became part of the ritual of being unemployed and looking for work. Scanning of newspapers in itself does not demand a great deal of effort in comparison with 'gate-calling' or even visiting CES. Extensive use of newspapers contrasted with the relatively meagre results obtained. In Fairfield, the Vietnamese language press has played an increasingly significant role in providing information about jobs in the clothing industry.

Results of the 1983 General Survey show that using English language newspapers led to the obtaining of about 15% of jobs, very similar to the percentage of jobs obtained through CES. Among the migrant respondents of a non-English-speaking background, the Italian-born and Spanish-speaking youth showed the highest rates of jobs obtained through English language newspapers, a situation borne out by the 1984 General Survey. The Vietnamese-born group showed a very low level of obtaining jobs through English language newspapers (3%), with Arabic-speaking and Yugoslav-born males also recording under 9%.

Table 22 provides details on frequency of visits to CES, when last unemployed, from the 1983 General Survey. Nearly two-thirds of unemployed young people in all birthplace groups tended to visit CES at least once a week, with over 70% of the Spanish speakers and Australian-born falling into this category, and the Vietnamese-born and Arabic speakers least likely to do so (54% and 57% respectively). The field studies in Fairfield among Vietnamese-born and Arabic-speaking youth found a significantly lower frequency of visiting CES, which was related to time and energy devoted to 'gate-calling'. Non-attendance at CES was significantly higher for females (16%) than for males (8%). Italian-born women were particularly likely never to attend (33%), with Greek-born (24%) and Arabic-speaking (23%) women also staying away from CES in particularly large proportions. The field studies would suggest that the lower rate of female attendance at CES reflected parental attitudes.

Table 22: Frequency of visits to CES when last unemployed: persons (as a percentage)

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Once a week or more	68	73	62	59	76	61	54	57	65
Once a month or more	17	13	17	17	4	13	20	18	17
Less often	5	3	2	5	4	5	8	2	5
Never	9	10	18	19	14	17	17	14	12
Don't know	1	2	0	0	0	5	2	9	2
Number	1,048	127	87	100	45	112	157	93	1,769

Source: 1983 General Survey

The pattern of usage of CES observed in Table 22 is also evident when the proportion of jobs obtained through CES programs is compared with total jobs obtained in a 12-month period. About 9% of all jobs in that period were gained through labour market programs (Table 23). Spanish speakers had the highest percentage (12%) of jobs obtained through programs, while Vietnamese-born had the lowest percentage (3%). Participation in individual programs offered by CES and use of CES generally by migrants is discussed in more detail in Chapter Four.

Table 23: Percentage of jobs obtained through labour market programs, by birthplace group*

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
%	11	9	7	6	12	8	3	4	9
Number	873	114	116	188	52	169	195	106	1,813

Source: 1984 General Survey
* includes all jobs obtained in a 12-month period

Respondents' Perceptions of Unemployment

Unemployment itself can be examined at a number of levels. These include the individual's perceptions of unemployment and its causes and the social problems which unemployment creates, as well as the more conventional economic measurements which are examined in Chapter Three.

In the 1984 General Survey, respondents were asked why they believed so many young people were unemployed, and what they thought the government should do to reduce youth unemployment. Respondents were asked to record up to two answers.

A variety of reasons were seen as accounting for high levels of youth unemployment, ranging from economic and social causes to (less frequently) personal inadequacies (see Table 24). The most commonly stated reason was that there were not enough jobs (44%), with a further 32% seeing general economic conditions as the underlying cause. These were also noted in community consultations as the main factors accounting for youth unemployment, with about 30% of those consulted saying there were not sufficient jobs, and about 22% saying youth unemployment was related to the general downturn in the economy.

Table 24: Reasons why so many young people unemployed (as a percentage of respondents)*

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Not enough jobs for young people	37	34	48	46	50	42	47	71	44
Lack right skills	38	28	31	33	34	33	41	21	35
Prefer not to work	23	15	30	29	17	32	6	20	21
Not enough education	18	21	15	18	30	30	12	23	19
Employers prefer older workers	9	12	10	10	22	10	3	6	9
Lack maturity	8	5	4	5	4	6	2	7	6
Wages too high	3	4	6	7	2	3	1	0	3
General economic conditions	36	42	18	24	15	22	48	18	32
Technology eliminating jobs	15	26	18	12	8	12	9	26	15
Lack motivation to look	2	1	2	1	1	0			1
Employers want experience	2	1	3	1	7	1	0	0	2
Total respondents	1,055	146	163	221	137	230	344	211	2,507

Source: 1984 General Survey
* up to two responses recorded for each respondent

Despite the general trend for respondents to blame external factors such as the economy, there was also evidence that a large number of respondents believed young people were inadequately prepared for employment. Thirty-five per cent felt youth lack the right skills, and a further 19% nominated insufficient education as a reason. When respondents' employment status over the previous year was taken into account, those who had been unemployed were far more likely than those who had not been unemployed to suggest these two reasons. Among birthplace groups Spanish-speaking and Yugoslav-born respondents most frequently cited lack of education as a cause of unemployment.

A significant proportion (22%) suggested that one of the reasons for the high number of young unemployed was that they 'prefer not to work'. Further analysis was undertaken to ascertain whether more of the employed were suggesting this reason than were those unemployed. Respondents were divided into three categories of employment status: those who had been unemployed in the previous 12 months; those who had not been unemployed in the previous 12 months; and those who were not in the labour force. Significantly, 82% of the respondents who believed that many unemployed youth 'prefer not to work' were those who either had not been unemployed in the previous 12 months or were not in the labour force. In contrast, only 16% of those who had actually experienced unemployment in the previous 12 months gave this response.

When birthplace groups were considered, Yugoslav- Greek- and Italian-born respondents more frequently selected this explanation, while the Vietnamese-born were least likely to do so. Significantly, only 1% of respondents thought that young people lack the motivation to look for work.

These findings are borne out by the measures respondents believed government should take to reduce youth unemployment. Most frequently it was suggested that there was a need to create more jobs for young people (45%) and to provide more training programs (34%). These two measures were the most common responses of all overseas-born respondents. Arabic speakers stressed job creation more often than any other group, and the Vietnamese-born stressed training programs. Twenty-two per cent of respondents suggested providing subsidies for employers to train young people, with a further 18% supporting increased subsidies for employers to encourage recruitment of the young. These two measures were most commonly suggested by Australian-, UK/Eire-, Greek- and Italian-born respondents.

Consistent with the belief that young people lack the right skills, was the perceived need to expand job training in schools (30%). This was the measure most frequently suggested by Australian- and UK/Eire-born respondents. Other suggested measures were also in the area of education. Sixteen per cent of respondents saw a need to provide more opportunities for further education, with a further 18% suggesting improvement in the education system generally.

In the 1984 General Survey, respondents were also asked about the extent to which they believed schools should provide training and more guidance in getting a job. Of all respondents born overseas, 84.6% thought more guidance should be given at school.

Social Consequences of Unemployment

While the statistical evidence reveals the extent of unemployment among migrant and refugee youth, it should not be allowed to obscure the fact that unemployment has psychological and social consequences which are of a qualitative nature. Some appreciation of these consequences can be gained from the 1984 General Survey.

In this survey, 657 respondents indicated that they had been unemployed at some stage during the preceding 12 months. Table 25 sets out the various problems that respondents perceived as very or fairly important.

Table 25: Problems considered as very or fairly important by the unemployed (as a percentage)*

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Financial difficulties	94	97	100	83	97	94	76	81	90
Accommodation problems	59	65	57	41	67	66	38	36	54
Conflicts with the law/police	39	43	43	37	42	42	5	10	32
Boredom	76	81	79	83	81	72	60	60	73
Loneliness/ isolation	57	57	60	53	64	52	38	41	52
Feelings of worthlessness	69	76	66	66	81	62	31	60	62
Pressure from parents	68	78	64	73	53	58	3	29	54
Lack of direction in life	73	76	72	75	78	68	20	62	63
Lack of employment prospects	84	92	83	76	85	41	62	89	76
Total Number	253	37	47	59	36	71	96	58	657

Source: 1984 General Survey
* separate responses recorded for each problem

The problem most frequently considered important was coping financially, cited by 90% of respondents. Across all birthplace groups, with the exception of the Arabic speakers, it was the problem perceived to be the most important. After financial difficulties the most frequently perceived problems across all groups were lack of employment prospects (76%); boredom (73%); lack of direction in life (63%); and feelings of worthlessness (62%). More than half of all respondents also indicated that other important problems faced by the unemployed were pressure from parents (54%); accommodation (54%); and loneliness and isolation (52%). Another, less frequently perceived problem was conflict with the law and police (32%).

A higher proportion of females than males identified accommodation, feelings of worthlessness, loneliness and isolation as major problems arising during unemployment. In contrast, females less frequently cited pressures from parents as a problem.

For Vietnamese-born respondents it was significant that conflicts with the law and police (5%) and pressure from parents (3%) were rarely perceived as problems, particularly in consideration of the response of other groups in this instance. Problems relating to lack of direction in life and feelings of worthlessness were also cited less frequently by the Vietnamese-born than by any other group.

In contrast to all other birthplace groups, Arabic-speaking respondents considered lack of employment prospects, rather than financial difficulties, to be the most important problem. They mentioned conflicts with the law and police much less frequently (10%) than other groups: the same applied for problems relating to parental pressure.

Further insight into the social consequences of unemployment was provided by the community consultations and youth field studies. For example, many community-based organisations stated that the general attitudes and behaviour of young people who had experienced unemployment had been markedly changed. They referred most frequently to such youth losing all sense of self-worth, lacking confidence in themselves, feeling useless, and being demoralised by a situation which offered them little other than uncertainty and cynicism about the future.

Some organisations said that the experience of long-term unemployment was in some instances leading youth towards vandalism and other types of anti-social behaviour. Reference was also made to a tendency among some unemployed youth to form 'gangs' along local and ethnic lines.

In the community consultations, some ethnic groups spoke about many migrant parents of non-English-speaking background holding very high employment expectations for their children, having a job being seen as a source of pride and a symbol of achievement. This was linked with a reason for migration. For many parents this was to achieve better circumstances and opportunities for their children. Parents such as these, it was felt, often do not accept unemployment to the same extent as parents born in Australia. Many groups also referred to some unemployed migrant youth as feeling guilty and frustrated through seeing themselves as not fulfilling their parents' expectations.

It was frequently suggested, during both the youth field studies and the community consultations, that many migrant parents held different and more modest expectations for their daughters than those they held for their sons. The tendency for a high proportion of migrant girls to stay at home while unemployed and engage in domestic work and care of siblings was viewed by some community organisations as a matter of concern, because it reinforced women's supposed traditional role. Social isolation, a problem common among the unemployed, was said to be prevalent among many young migrant girls because of the protective attitudes of parents.

The 1984 General Survey offers some useful data on where the young unemployed are most likely to turn for help when problems arise. (Table 26).

Respondents who had been unemployed at some stage during the 12-month period prior to the survey cited parents (62%) and friends (50%) most frequently as those to whom they would turn for help. Considerably fewer mentioned CES (32%) and relatives (19%). Only minimal mention across the majority of groups was made of welfare agencies (6%), social workers (6%), ethnic organisations (3%) or CYSS (3%). The exceptions were the Vietnamese-born, of whom 12% said that they would turn to ethnic organisations; and Spanish speakers and the Italian-born, of whom 31% and 12% respectively stated they would turn to social workers. The tendency of the Vietnamese-born to turn more to ethnic organisations and much less to parents (19%) than other groups may be explained by the fact that many are resident in Australia without their parents.

Table 26: Source of help most likely to be sought when unemployed (as a percentage)

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Parents	70	89	77	69	64	56	19	71	62
Friends	57	75	47	44	25	49	52	31	50
CES	27	11	26	25	39	42	38	50	32
Relatives	17	11	30	19	11	13	26	22	19
Welfare agency	4	3	2	3	14	10	12	3	6
Social worker	5	-	-	12	31	7	1	2	6
Ethnic org.	-	-	2	-	-	3	12	5	3
CYSS	4	-	2	2	3	4	1	2	3
Number	252	36	47	59	36	71	95	58	654

Source: 1984 General Survey

While the CES was relatively important to most groups as a source of help, it was particularly important for the Arabic speakers (50%) and least important for the UK/Eire-born (11%). This finding, however, should be balanced against another finding of the 1984 General Survey - that, of the same respondents, 91% had used the CES during the previous twelve months.

The Institute undertook a number of surveys in the course of this Review. Some data on the two major General Surveys is reported in Appendix Three of this volume.

Further details on the General Surveys and other surveys are presented in the technical report, which is available from the Institute. A list of the surveys relating to the Review is as follows:

1. 1983 General Survey (N = 5,666)
2. 1984 General Survey (N = 2,521)
3. Educational Program for Unemployed Youth Survey: teachers and co-ordinators (N = 476); participants (N = 186)
4. General Training Assistance and Labour Adjustment Training Arrangements, Mail-out Survey (N = 716)
5. Temporary Out-of-trade Apprentices, Mail-out Survey (N = 442)
6. Special Youth Employment Training Program, Mail-out Survey (N = 783); participants study (N = 1,106)
7. Community Employment Programs, Regional Surveys: sponsors (32) and participants (N = 212)
8. Employers Survey (N = 1,031)
9. CYSS Surveys: management committees (N = 15), staff (N = 57) and participants (N = 136)
10. Careers Education Schools Survey (N = 192)

An important part of the Review was a major round of community consultations covering a wide selection of organisations in all states and territories.

The consultations had a dual purpose, in that as well as seeking views on matters relevant to the Review, they were also used as a vehicle for informing organisations of the range of programs for unemployed youth provided or funded by the Commonwealth.

The consultations commenced in late November 1983 and concluded a year later. During that time, a total of 234 organisations was consulted. These included bodies serving specific ethnic communities, ethnic 'umbrella' organisations such as Ethnic Communities' Councils and Migrant Resource Centres, and many other bodies such as Ethnic Affairs

Commissions or equivalent state government departments, trade union and employer organisations, and organisations with a special interest in welfare, youth or women's affairs.

Table 1: Organisations consulted

State/ territory	Ethno-specific organisations	Ethnic umbrella organisations	Other	Total
NSW	31	17	19	67
Vic	31	19	11	61
Qld	9	4	4	17
SA	19	5	15	39
WA	8	5	6	19
Tas	8	5	5	18
NT*	-	1	-	1
ACT	4	4	4	12
National Total	110	60	64	234

* The consultation in the Northern Territory took a form similar to a public meeting, in which members of various departments and community organisations participated.

Press releases were issued to English language and ethnic media at the commencement of the consultations, asking for interested parties to contact the Institute. In addition, some 250 organisations were contacted directly and invited to contribute their views in discussions. These organisations were located in all capital cities and in Wollongong, Newcastle, Geelong, Launceston and Whyalla.

Institute staff visited the organisations and discussed issues related to youth unemployment with their representatives. These discussions focused particularly on migrant, including refugee, youth. Key areas covered included perceptions of the scope of youth unemployment, the problems and concerns of unemployed youth, knowledge and opinions of programs available to them, young peoples' job-seeking strategies and use of CES, the relationship between education and employment, and possible strategies for tackling perceived problems in the broad area of youth unemployment.

Table 1.A1: Labour force status (persons aged 15 and over) and unemployment benefit recipients (aged 16 and over), by birthplace (annual average)

Birthplace	No. employed	No. unemp.	Total in labour force	Unemp rate	Particip. rate	Unemp. benefit recipient	Unem. ben. recipients as a propn of no. unemployed
1971 LFS							
Grand Total	5,424,500	87,600	5,512,100	1.6	60.8	-	-
1971 Census							
Grand Total	5,240,400	90,100	5,330,500	1.7	58.7	19,371	21.5
Australia	3,836,600	61,700	3,898,400	1.6	57.1	15,554	25.2
Overseas	1,403,800	28,300	1,432,100	2.0	63.4	3,816	13.5
UK, Eire, NZ	582,500	12,100	594,600	2.0	59.7	-	-
Other Overseas	821,300	16,300	837,500	1.9	66.4	-	-
1972 LFS							
Grand Total	5,488,800	125,900	5,614,700	2.2	60.8	40,261	32.0
Australia	4,028,000	85,000	4,113,000	2.1	59.8	30,195	35.5
Overseas	1,460,800	40,900	1,501,700	2.7	67.0	10,065	24.6
1973 LFS							
Grand Total	5,615,000	108,000	5,722,900	1.9	61.2	37,945	35.1
Australia	4,093,000	76,100	4,169,100	1.8	60.3	31,873	41.9
Overseas	1,522,000	31,800	1,553,800	2.1	66.8	6,071	19.1
1974 LFS							
Grand Total	5,735,600	133,000	5,868,600	2.3	61.4	32,009	24.1
Australia	4,157,200	92,200	4,249,400	2.2	60.5	27,239	29.5
Overseas	1,578,400	40,900	1,619,200	2.5	67.4	4,769	11.7
1975 LFS							
Grand Total	5,725,500	253,700	5,979,100	4.2	61.5	160,748	63.4
Australia	4,186,100	178,900	4,365,000	4.1	60.9	125,222	70.0
Overseas	1,539,400	74,800	1,614,200	4.6	67.1	35,686	47.7
1976 LFS							
Grand Total	5,807,100	267,700	6,074,800	4.4	61.4	188,422	70.4
Australia	4,265,300	195,600	4,460,900	4.4	60.8	149,796	76.6
Overseas	1,541,900	72,100	1,614,000	4.5	66.4	38,626	53.6
1976 Census							
Grand Total	5,807,100	267,700	6,074,800	4.4	61.4	188,422	70.4
Australia	4,283,300	193,100	4,476,500	4.3	60.3	149,796	77.6
Overseas	1,504,800	73,700	1,578,500	4.7	64.9	38,626	52.4
UK, Eire, NZ	650,800	31,100	681,900	4.6	61.1	-	-
Other Overseas	854,000	42,600	896,600	4.7	68.0	-	-
1977 LFS							
Grand Total	5,872,400	321,400	6,193,900	5.2	61.4	250,309	77.9
Australia	4,337,600	234,300	4,571,900	5.1	61.0	196,242	83.8
Overseas	1,537,400	87,200	1,624,600	5.4	66.0	54,066	62.0
1978 LFS							
Grand Total	5,997,200	402,100	6,399,200	6.3	61.1	286,309	71.2
Australia	4,404,000	286,900	4,690,900	6.1	60.8	224,581	78.3
Overseas	1,593,200	115,200	1,708,400	6.7	65.5	61,509	53.4
UK, Eire, NZ	664,500	50,000	714,500	7.0	63.40	-	-
Other Overseas	928,700	56,200	993,900	6.6	67.03	-	-
1979 LFS							
Grand Total	6,075,100	404,700	6,479,700	6.2	60.8	312,000	77.1
Australia	4,486,500	295,900	4,782,400	6.2	60.8	245,232	82.9
Overseas	1,588,500	108,800	1,697,300	6.4	64.4	67,080	61.7
UK, Eire, NZ	671,700	46,800	718,500	6.5	61.7	-	-
Other Overseas	916,800	62,000	978,800	6.3	65.6	-	-

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Table 1.A1: contd

Birthplace	No. employed	No. unemp.	Total in labour force	Unemp rate	Particip. rate	Unemp. benefit recipient	Unem. ben. recipients as a propn of no. unemployed
1980 LFS							
Grand Total	6,249,500	405,600	6,655,100	6.1	61.4	311,232	76.7
Australia	4,615,700	292,000	4,909,600	5.9	61.5	242,760	83.1
Overseas	1,633,900	113,600	1,747,500	6.5	64.3	68,471	60.3
UK, Eire, NZ	694,400	46,800	741,200	6.3	62.4	-	-
Other Overseas	939,500	66,800	1,006,300	6.6	64.9	-	-
1981 LFS							
Grand Total	6,380,500	390,400	6,770,800	5.8	61.2	314,500	80.6
Australia	4,713,300	278,600	4,991,800	5.6	61.5	242,760	83.1
Overseas	1,667,200	111,800	1,779,000	6.3	63.5	69,819	62.5
UK, Eire, NZ	716,700	45,600	762,300	6.0	63.01	-	-
Other Overseas	950,500	66,200	1,016,700	6.5	64.52	-	-
1981 Census							
Grand Total	6,380,500	390,400	6,770,800	5.8	61.2	314,500	80.6
Australia	4,591,200	280,100	4,871,400	5.8	60.9	244,681	87.3
Overseas	1,691,300	117,400	1,808,800	6.5	62.3	69,819	59.5
UK, Eire, NZ	724,100	49,900	774,000	6.4	61.2	-	-
Other Overseas	888,900	63,700	952,500	6.7	63.6	-	-
1982 LFS							
Grand Total	6,385,100	491,300	6,876,300	7.1	60.9	426,664	86.8
Australia	4,699,100	346,000	5,045,100	6.8	61.3	321,721	93.0
Overseas	1,685,900	145,300	1,831,200	7.9	63.0	-	-
UK, Eire, NZ	719,300	56,300	775,600	7.3	62.4	-	-
Other Overseas	880,200	89,000	969,200	9.2	62.9	-	-
1983 LFS							
Grand Total	6,292,200	694,900	6,987,000	9.9	60.6	610,899	87.9
Australia	4,660,500	481,300	5,141,800	9.4	61.2	448,135	93.1
Overseas	1,631,700	213,500	1,845,200	11.6	62.6	142,646	66.8
UK, Eire, NZ	694,200	76,600	770,800	9.9	61.7	61,339	80.1
Other Overseas	937,500	136,900	1,074,400	12.7	63.2	80,307	58.7
1984 LFS							
Grand Total	6,490,500	642,000	7,132,500	9.0	60.6	560,102	86.1
Australia	4,835,100	420,800	5,280,900	8.0	61.4	414,720	92.2
Overseas	1,655,400	196,100	1,851,500	10.6	62.6	140,931	70.3
UK, Eire, NZ	722,600	73,900	788,600	9.4	63.1	54,509	73.8
Other Overseas	933,800	122,200	1,062,000	11.2	62.1	86,422	68.3

Source: The Labour Force Australia, ABS
DSS published and unpublished data

Notes: Labour Force Survey (LFS) figures are annual averages.
Unemployment benefit recipient data for 1971-1981 and 1983-84 are as of June and August of each year respectively. Figures for 1982 contained a large number of cases without specific birthplace information.

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Table 1.A2: Labour force status and unemployment benefit recipients, by age group, 1971 to 1984

Age	No. employed	No. unemp.	Total in labour force	Unemp rate	Particip. rate	Unemp. benefit recipient	Unemp. ben. recipients as a propn. of no. unemployed	Average duration unemployment
1971 LFS								
15-19	618,300	28,500	646,800	4.4	57.8	5,869	26.0	-
20-24	812,200	16,400	828,600	2.0	76.3	2,421	12.8	-
25+	3,994,000	42,700	4,036,700	1.1	58.8	11,081	26.0	
1971 Census								
15-19	575,500	22,500	597,900	3.8	53.9	5,869	26.0	-
20-24	794,200	18,900	813,100	2.3	74.1	2,421	12.8	-
25+	3,810,900	47,600	3,918,500	1.2	57.0	11,081	23.3	
1972 LFS								
15-19	603,400	41,800	645,100	6.5	56.7	13,044	31.2	7.6
20-24	805,600	24,100	829,700	2.9	76.3	6,079	25.2	-
25+	4,079,800	60,000	4,139,900	1.4	59.0	21,138	35.2	-
1973 LFS								
15-19	628,500	39,000	667,500	5.8	57.7	14,874	38.1	8.5
20-24	819,000	20,100	839,100	2.4	76.6	5,008	24.9	-
25+	4,167,500	48,900	4,216,300	1.2	59.3	18,062	36.9	-
1974 LFS								
15-19	631,800	46,900	678,700	6.9	57.6	12,515	26.7	8.3
20-24	826,500	27,400	853,900	3.2	77.1	4,003	14.6	-
25+	4,277,300	58,700	4,336,000	1.4	19.6	15,461	26.3	-
1975 LFS								
15-19	611,600	88,800	700,400	12.7	58.0	66,710	75.1	13.1
20-24	827,300	51,600	878,800	5.9	77.9	25,719	49.8	-
25+	4,286,600	113,300	4,399,900	2.6	59.5	68,318	60.3	-
1976 LFS								
15-19	614,600	92,800	707,400	13.3	57.6	76,688	95.3	18.8
20-24	837,900	55,200	893,200	6.2	78.5	29,205	54.6	-
25+	4,354,600	119,700	4,474,300	2.7	59.5	82,530	68.9	-
1976 Census								
15-19	566,500	80,500	647,000	12.4	53.2	76,688	95.3	
20-24	805,200	53,500	858,700	6.2	77.3	29,205	54.6	
25+	4,416,500	132,900	4,549,400	2.9	60.4	82,530	62.1	
1977 LFS								
15-19	613,100	117,400	730,400	16.1	58.1	100,624	85.7	21.5
20-24	856,200	66,900	923,100	7.3	79.8	40,299	60.2	18.2
25+	4,403,100	137,100	4,540,400	3.0	59.2	109,386	79.8	-
1978 LFS								
15-19	642,300	134,000	776,400	17.3	60.8	107,856	80.5	23.5
20-24	859,600	83,300	942,900	8.8	79.6	49,207	59.1	24.7
25+	4,495,300	184,800	4,619,900	4.0	57.7	129,246	69.9	-
1979 LFS								
15-19	645,000	142,400	787,400	18.1	61.4	111,289	78.2	25.9
20-24	881,900	85,400	967,300	8.8	80.2	55,848	65.4	27.9
25+	4,548,200	176,900	4,725,000	3.7	57.9	134,784	76.2	-
1980 LFS								
15-19	673,400	139,000	812,400	17.1	63.4	122,936	88.4	26.7
20-24	914,000	89,200	1,003,200	8.9	81.3	56,955	63.9	28.2
25+	4,662,100	177,400	4,839,500	3.7	58.1	131,340	74.0	-

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Table 1.A2: contd

Age	No. employed	No. unemp.	Total in labour force	Unemp rate	Particip. rate	Unemp. benefit recipient	Unemp. ben. recipients as a propn. of no. unemployed	Average duration unemployment
1981 LFS								
15-19	681,200	125,800	807,000	15.6	63.4	115,421		25.4
20-24	944,900	84,000	1,028,900	8.2	81.2	59,126		32.4
25+	4,754,400	180,000	4,934,900	3.7	57.9	139,953		-
1981 Census								
15-19	624,700	109,300	734,000	14.9	58.3	115,421	105.6	
20-24	915,900	88,800	1,004,700	8.8	80.5	59,126	66.6	
25+	4,749,800	199,600	4,949,400	4.0	58.9	139,953	70.1	
1982 LFS								
15-19	644,100	145,900	790,000	18.5	62.6	132,435	90.8	24.0
20-24	944,800	109,800	1,054,600	10.4	81.1	77,742	70.8	32.5
25+	4,796,200	234,600	5,031,700	4.7	57.3	180,487	76.9	-
1983 LFS								
15-19	588,300	181,800	770,100	23.6	60.9	127,000	69.9	32.0
20-24	923,100	157,300	1,080,400	14.6	81.6	127,000	80.7	42.1
25+	4,780,700	355,900	5,136,500	6.9	57.4	322,602	90.7	-
1984 LFS								
15-19	600,900	172,200	773,100	22.3	60.3	168,300	97.9	31.9
20-24	943,500	139,700	1,081,200	12.9	81.5	112,064	79.0	49.2
25+	4,946,100	330,100	5,276,100	6.3	57.6	300,343	89.1	-

Source: The Labour Force, Australia, ABS
DSS published and unpublished data

Notes: Labour Force Survey figures are annual averages
DSS (UB data) and ABS age categories differ. DSS under 20 approximates ABS 15-19; DSS 21-24 approximates ABS 20-24.
DSS UB recipient figures are derived from percentages, 30 June of each year. UB recipient figures for 1984 are taken from May.

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Table 1A1: Percentage distribution of unemployment benefit recipients by duration of benefit, birthplace and age groups: 25 May 1984

		Duration of unemployment benefit										
Birthplace	Age group	Up to 3 weeks	Over 3 weeks up to 7 weeks	Over 7 weeks up to 13 weeks	Over 13 weeks up to 16 weeks	Over 16 weeks up to 31 weeks	Over 31 weeks up to 35 weeks	Over 35 weeks up to one year	Over one year	Duration not stated	Total %	Total number
All birthplaces	24 or less	8.62	9.28	12.71	6.14	24.14	3.00	9.64	26.50	0.0	100.0	277,987
	25 or more	6.63	7.51	9.69	4.11	16.05	3.21	11.22	41.58	0.0	100.0	288,932
Australia Total	24 or less	8.53	9.20	12.56	6.06	23.86	2.96	9.53	27.29	0.0	100.0	233,464
	25 or more	6.32	7.29	9.40	3.95	15.49	3.01	10.46	44.09	0.0	100.0	195,039
Overseas Total	24 or less	9.09	9.53	13.49	6.54	25.63	3.16	10.24	22.32	0.0	100.0	44,523
	25 or more	7.27	7.96	10.29	4.43	17.22	3.65	12.81	36.37	0.0	100.0	93,893
Australia (non-Aborig)	24 or less	8.55	9.23	12.60	6.07	23.92	2.92	9.48	27.33	0.0	100.0	229,470
	25 or more	6.36	7.36	9.41	3.96	15.46	2.99	10.43	44.03	0.0	100.0	189,232
Australia (Aboriginal)	24 or less	7.81	7.49	10.62	5.61	20.21	4.93	12.07	31.27	0.0	100.0	3,994
	25 or more	5.06	4.93	8.85	3.69	16.50	3.51	11.57	45.86	0.03	100.0	5,807
UK/Eire	24 or less	9.26	9.81	13.06	5.88	24.27	2.99	9.88	24.86	0.0	100.0	17,163
	25 or more	8.04	8.25	9.80	4.12	15.76	3.17	11.44	39.42	0.01	100.0	27,976
Germany	24 or less	9.09	10.35	14.65	6.57	27.78	2.90	8.84	19.82	0.0	100.0	792
	25 or more	7.60	8.02	9.33	4.94	18.06	3.97	13.28	34.79	0.0	100.0	3,803
Greece	24 or less	7.23	7.40	12.68	7.91	27.32	3.49	10.21	23.74	0.0	100.0	1,175
	25 or more	5.99	6.71	9.56	3.67	17.63	4.60	13.49	38.34	0.0	100.0	4,872
Italy	24 or less	8.56	8.49	13.30	6.18	26.67	2.75	11.18	22.86	0.0	100.0	1,601
	25 or more	7.25	8.14	9.74	4.09	17.51	3.77	12.28	37.23	0.0	100.0	5,700
Malta	24 or less	6.38	10.74	9.06	6.38	24.50	3.36	13.42	26.17	0.0	100.0	298
	25 or more	5.28	6.09	9.24	4.52	15.95	5.20	13.42	39.77	0.0	100.0	1,461
Netherlands	24 or less	10.78	11.32	14.56	7.28	23.45	3.23	9.70	19.68	0.0	100.0	371
	25 or more	8.43	8.51	11.29	5.34	17.59	3.57	11.57	33.69	0.0	100.0	2,490
Poland	24 or less	10.00	8.67	13.00	8.00	21.33	4.00	15.67	19.33	0.0	100.0	300
	25 or more	6.62	6.34	8.24	3.68	17.02	3.75	13.08	41.28	0.0	100.0	2,585
Yugoslavia	24 or less	8.95	8.32	13.28	7.12	29.44	3.08	9.14	20.68	0.0	100.0	2,079
	25 or more	6.23	7.13	10.63	4.58	16.70	3.66	12.96	38.12	0.0	100.0	5,108
Chile	24 or less	8.18	10.98	12.15	6.78	31.31	2.10	8.41	20.09	0.0	100.0	428
	25 or more	7.64	14.03	12.43	4.44	19.54	4.26	12.08	25.58	0.0	100.0	563

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Table 1.A3: contd

Birthplace	Age group	Duration of unemployment benefit Up to 3 weeks	Over 3 weeks up to 7 weeks	Over 7 weeks up to 13 weeks	Over 13 weeks up to 16 weeks	Over 16 weeks up to 31 weeks	Over 31 weeks up to 35 weeks	Over 35 weeks up to one year	Over one year	Duration not stated	Total %	Total number
Egypt	24 or less	3.96	10.89	13.86	9.90	32.67	4.46	8.42	15.84	0.0	100.0	202
	25 or more	6.52	5.84	11.68	3.94	17.53	3.94	16.17	34.38	0.0	100.0	756
Lebanon	24 or less	7.65	7.37	10.49	7.54	25.23	3.68	11.00	27.04	0.0	100.0	1,704
	25 or more	4.58	5.60	7.94	3.71	16.56	4.43	15.19	42.00	0.0	100.0	3,931
Turkey	24 or less	8.84	9.64	13.61	6.01	28.57	3.06	9.64	20.63	0.0	100.0	882
	25 or more	5.59	7.65	8.44	4.32	18.22	3.79	14.63	37.37	0.0	100.0	1,504
Malaysia	24 or less	11.02	8.33	14.78	5.65	27.15	3.49	13.17	16.40	0.0	100.0	372
	25 or more	11.34	9.98	14.06	3.85	17.23	4.08	13.15	26.30	0.0	100.0	441
Indo-China	24 or less	7.16	8.13	10.85	6.43	28.65	3.91	11.87	22.97	0.02	100.0	4,524
	25 or more	5.28	6.76	8.44	4.59	18.78	4.30	15.98	35.86	0.0	100.0	7,821
New Zealand	24 or less	11.59	11.67	16.07	6.33	21.95	3.07	10.69	18.63	0.0	100.0	4,660
	25 or more	8.45	10.28	12.72	5.30	18.72	3.35	11.92	29.26	0.0	100.0	6,486

Source: DSS unpublished data

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Table 1.A4: Labour force status of youth (15-24 years) by selected birthplaces: 1971, 1976 and 1981 Censuses

Birthplace and census year	Population ('000)	Labour force ('000)	Employed ('000)	Partici-pation rate %	Unem-ployed ('000)	Unempl rate %
Grand Total						
1971	2,207.1	1,412.0	1,369.6	64.0	42.4	3.0
1976	2,327.8	1,505.6	1,371.6	64.6	134.0	8.9
1981	2,483.1	1,721.2	1,525.0	69.3	196.1	11.4
Australian						
1971	1,794.7	1,137.4	1,104.3	63.0	33.1	2.9
1976	1,962.5	1,270.0	1,159.3	64.7	110.8	8.7
1981	2,076.5	1,452.0	1,292.6	69.9	159.3	11.0
Total overseas						
1971	412.4	274.6	265.2	66.6	9.4	3.4
1976	365.3	235.5	212.3	64.5	23.2	9.8
1981	406.6	269.3	232.4	66.2	36.9	13.7
UK & Eire						
1971	150.2	104.2	100.2	69.4	3.9	3.8
1976	147.9	98.9	88.7	66.9	10.2	10.3
1981	162.3	117.8	102.2	72.6	15.6	13.2
New Zealand						
1971	17.4	14.0	13.3	69.5	0.7	4.9
1976	17.8	13.3	11.5	74.2	1.7	13.3
1981	39.1	29.5	25.4	75.7	4.1	14.0
Italy						
1971	46.2	31.1	30.5	67.3	0.6	1.9
1976	29.5	19.6	18.3	66.6	1.3	6.6
1981	20.2	14.3	12.8	71.0	1.5	10.7
Yugoslavia						
1971	21.7	14.9	14.4	68.7	0.5	3.4
1976	20.8	13.5	12.1	64.8	1.3	10.0
1981	19.3	11.9	10.2	62.0	1.7	14.3
Indo-China						
1971	na	na	na	na	na	na
1976	0.9	0.4	0.3	44.7	0.1	26.1
1981	14.6	8.0	5.8	54.8	2.2	27.3
Greece						
1971	25.4	16.5	16.0	65.0	0.5	3.2
1976	18.1	11.0	10.1	60.8	0.9	8.2
1981	12.6	7.8	6.6	61.8	1.1	14.5
Lebanon						
1971	na	na	na	na	na	na
1976	7.4	4.0	3.4	53.8	0.6	14.9
1981	11.7	6.3	5.2	53.7	1.1	17.8

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Table 1.A4: contd

Birthplace and census year	Population ('000)	Labour force ('000)	Employed ('000)	Participation rate %	Unemployed ('000)	Unempl rate %
Malaysia						
1971	na	na	na	na	na	na
1976	6.7	2.9	2.6	43.6	0.3	11.0
1981	10.2	3.9	3.4	53.7	0.5	12.0
Germany						
1971	25.8	18.6	18.0	71.9	0.5	2.8
1976	9.7	6.7	6.1	69.0	0.6	9.1
1981	7.5	4.9	4.3	65.4	0.6	13.0
USA						
1971	na	na	na	na	na	na
1976	6.7	3.7	3.4	55.4	0.3	7.4
1981	5.7	2.8	2.4	48.3	0.3	11.7
Netherlands						
1971	21.8	15.5	15.0	71.2	0.5	3.0
1976	10.7	7.7	7.2	71.6	0.6	7.3
1981	5.5	3.9	3.4	70.0	0.5	12.0
India						
1971	na	na	na	na	na	na
1976	5.2	3.1	2.8	60.0	0.6	9.6
1981	5.5	3.4	3.0	61.0	0.4	11.0
Papua New Guinea						
1971	na	na	na	na	na	na
1976	4.3	2.2	1.9	50.1	0.3	12.4
1981	5.5	3.3	2.9	59.4	0.4	11.8
Malta						
1971	13.3	9.8	9.6	73.5	0.2	1.9
1976	9.3	7.0	6.6	75.0	0.4	6.0
1981	5.3	4.2	3.7	78.0	0.4	10.3
Turkey						
1971	na	na	na	na	na	na
1976	2.7	1.8	1.5	64.3	0.2	12.9
1981	5.2	2.9	2.4	56.5	0.5	18.1
Hong Kong						
1971	na	na	na	na	na	na
1976	2.5	1.3	1.1	50.1	0.1	9.8
1981	4.2	1.9	1.7	45.4	0.2	8.6
South Africa						
1971	na	na	na	na	na	na
1976	2.7	1.5	1.4	55.7	0.1	8.8
1981	3.8	2.3	2.0	58.1	0.3	12.1
Cyprus						
1971	na	na	na	na	na	na
1976	3.5	2.2	2.0	63.6	0.2	7.9
1981	3.6	2.1	1.8	56.9	0.3	12.8

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Table 1.A4: contd

Birthplace and census year	Population ('000)	Labour force ('000)	Employed ('000)	Participation rate %	Unemployed ('000)	Unempl rate %
Canada						
1971	na	na	na	na	na	na
1976	2.7	1.6	1.4	57.9	0.2	12.0
1981	3.4	2.1	1.8	61.3	0.3	12.4
Egypt						
1971	na	na	na	na	na	na
1976	3.9	2.5	2.3	63.4	0.2	8.1
1981	2.7	1.7	1.5	61.5	0.2	10.1
Singapore						
1971	na	na	na	na	na	na
1976	2.2	1.1	1.0	48.1	0.08	7.6
1981	2.7	1.4	1.3	53.6	0.1	10.2
Sri Lanka						
1971	na	na	na	na	na	na
1976	na	na	na	na	na	na
1981	2.7	1.6	1.5	59.3	0.1	8.9
Mauritius						
1971	na	na	na	na	na	na
1976	2.5	1.6	1.5	65.1	0.1	8.6
1981	2.4	1.6	1.4	67.1	0.2	11.9
France						
1971	na	na	na	na	na	na
1976	1.7	1.0	0.9	60.0	0.1	10.9
1981	2.4	1.5	1.2	61.3	0.3	18.2
Spain						
1971	na	na	na	na	na	na
1976	2.4	1.5	1.3	61.5	0.2	10.9
1981	2.4	1.6	1.4	67.9	0.2	13.9
Chile						
1971	na	na	na	na	na	na
1976	1.4	0.8	0.7	56.2	0.1	14.2
1981	2.2	1.0	0.8	44.7	0.2	17.6
Poland						
1971	2.9	1.6	1.6	55.2	0.1	3.3
1976	2.4	1.5	1.3	61.3	0.1	10.5
1981	2.1	1.3	1.1	61.8	0.2	16.7
Fiji						
1971	na	na	na	na	na	na
1976	1.4	0.8	0.7	55.3	0.1	9.7
1981	2.1	1.1	1.0	53.5	0.1	11.3
Portugal						
1971	na	na	na	na	na	na
1976	1.6	1.1	1.1	69.9	0.1	7.3
1981	2.1	1.5	1.3	70.2	0.1	10.0

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Table 1.A4: contd

Birthplace and census year	Population ('000)	Labour force ('000)	Employed ('000)	Partici-pation rate %	Unem-ployed ('000)	Unempl rate %
Philippines						
1971	na	na	na	na	na	na
1976	1.2	0.7	0.6	62.9	0.06	8.5
1981	1.9	1.0	0.9	51.7	0.2	15.2
Indonesia						
1971	na	na	na	na	na	na
1976	1.9	0.9	0.8	48.0	0.09	10.3
1981	1.5	0.6	0.6	44.2	0.08	13.8
China						
1971	na	na	na	na	na	na
1976	1.9	1.2	1.0	61.9	0.1	9.6
1981	11.5	0.9	0.8	63.2	0.09	9.7
Uruguay						
1971	na	na	na	na	na	na
1976	1.3	0.8	0.7	64.7	0.1	11.7
1981	1.5	0.9	0.7	59.1	0.2	18.1
Finland						
1971	na	na	na	na	na	na
1976	1.8	1.2	1.1	68.8	0.2	13.9
1981	1.4	0.9	0.1	62.4	0.8	14.6
Austria						
1971	na	na	na	na	na	na
1976	2.1	1.5	1.4	71.2	0.1	7.3
1981	1.3	0.9	0.8	69.3	0.1	11.5
Argentina						
1971	na	na	na	na	na	na
1976	0.8	0.5	0.5	61.1	0.06	10.9
1981	1.3	0.7	0.6	57.1	0.1	13.6
Burma						
1971	na	na	na	na	na	na
1976	0.1	0.04	0.04	53.1	0.004	9.3
1981	1.3	0.8	0.7	35.5	0.1	14.1
Switzerland						
1971	na	na	na	na	na	na
1976	0.7	0.5	0.4	62.6	0.04	9.4
1981	1.1	0.6	0.6	57.0	0.06	9.7
Denmark						
1971	na	na	na	na	na	na
1976	0.8	0.6	0.5	64.8	0.05	9.9
1981	1.0	0.6	0.6	64.4	0.09	14.1

Source: Population Census, detailed tables on magnetic tapes, matrix tapes SP082 (1971), MTX09 (1976) and MT046 (1981), ABS

Note: 'n.a.': data not available

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Table 1.A5: Number unemployed and unemployment rates, by selected birthplaces and age groups: 1971, 1976 and 1981 Censuses

	1971		1976		1981		1971-81 change in unemployment rate	
	Number	Rate	Number	Rate	Number	Rate	Rate	%
Grand Total								
15-19	23,500	3.9	80,500	12.4	108,300	14.9	11.0	282
20-24	18,900	2.3	53,500	6.2	87,800	8.8	6.6	283
25+	47,600	1.2	132,800	2.9	197,600	4.0	2.8	233
Australia								
15-19	19,800	3.9	68,700	12.2	90,800	14.4	10.5	269
20-24	13,300	2.1	42,100	5.9	68,600	8.3	6.2	295
25+	28,600		82,400	2.6	120,800	3.5	2.5	250
Total overseas								
15-19	3,700	4.4	11,800	13.9	17,500	17.8	13.4	304
20-24	5,700	3.0	11,400	7.5	19,300	11.3	8.3	277
25+	18,900	1.6	50,500	3.8	76,800	5.3	3.7	231
UK & Eire								
15-19	1,800	4.9	6,200	14.3	8,600	17.0	12.1	247
20-24	2,100	3.2	4,000	7.2	7,000	10.4	7.2	225
25+	7,000	0.9	16,200	2.7	23,600	4.5	3.6	400
New Zealand								
15-19	200	6.6	600	17.3	1,500	18.2	11.6	175
20-24	500	4.4	1,200	11.8	2,700	12.5	8.1	184
25+	500	1.7	1,400	2.8	4,000	5.9	4.2	247
Yugoslavia								
15-19	200	4.7	600	14.4	900	20.2	15.5	330
20-24	300	2.9	700	8.0	800	11.0	8.1	279
25+	1,500	2.2	3,800	4.8	5,000	5.9	3.7	168
Greece								
15-19	200	3.9	400	11.7	400	20.7	16.8	431
20-24	300	2.9	500	6.7	700	12.0	9.1	314
25+	1,600	1.9	3,900	4.9	5,200	5.9	4.0	211
Italy								
15-19	200	2.5	650	10.3	700	15.6	13.1	524
20-24	300	1.6	650	4.8	800	8.3	6.7	419
25+	1,700	1.2	4,900	3.1	5,500	3.5	2.3	192
Poland								
15-19	21	5.0	66	19.9	33	18.1	13.1	262
20-24	35	2.8	91	7.9	200	16.5	13.7	489
25+	500	1.3	1,200	3.3	1,800	6.0	4.7	361
							1976-81 change in unemployment rate	
Indo-China								
15-19	n.a.	n.a.	30	31.6	700	36.4	4.8	15.2
20-24	n.a.	n.a.	75	24.6	1,500	24.4	-0.2	-0.8
25+	n.a.	n.a.	100	17.1	3,600	24.1		
Lebanon								
15-19	n.a.	n.a.	200	18.4	500	24.5	6.1	33.2
20-24	n.a.	n.a.	400	13.5	600	14.1	0.6	4.4
25+	n.a.	n.a.	1,400	15.7	2,800	14.9	-0.8	-5.1

Source: Population Census, detailed tables on magnetic tapes, matrix tapes SP082 (1971), MTX09 (1976) and MT046 (1981), ABS

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Table 1.A6: Main economic forecasts from IMP model: optimistic and pessimistic scenarios

	1983	1986	1987	1990	1991	1995
Annual net migration gain (thousand)	95.0		88.3	93.3		102.1
Population at 30 June (thousand)	15,400		16,300	16,900		17,900
GDP $ million (79/80 prices)	120,649		138,187 (138,187)	153,983 (147,478)		176,454 (177,880)
Aggregate productivity growth (%)	1.89		2.07 (2.07)	2.16 (2.13)		2.32 (2.32)
Aggregate employment (thousands)	6,380		6,674 (6,674)	7,114 (6,913)		7,600 (7,657)
Civilian population 15 years and over (thousands)	11,530		12,414	13,006		13,788
Participation rate (civ. pop. 15+)	0.61		0.60 (0.60)	0.60 (0.60)		0.60 (0.60)
Unemployment (thousands)	621		732 (732)	734 (847)		751 (682)
Unemployment rate (%)	8.9		9.9 (9.9)	9.4 (10.9)		9.0 (8.2)
Employment: population ratio (15 years and over)	0.55	0.54 (0.54)	0.54 (0.54)	0.55 (0.53)	0.55 (0.54)	0.55 (0.56)

Source: Forecasts of labour force status of immigrants and first generation Australian-born youth, 1986 and 1991, Report prepared by IAESR, Melbourne University, for AIMA, May 1984

Note: pessimistic scenario in brackets

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Table 2.A1: Expenditure on employment and training programs, 1976/77 to 1983/84

	1976/77	1977/78	1978/79	1979/80	1980/81	1981/82	1982/83	1983/84
	$m	$m	$m	$m	$m	$m	$m	$m
DEIR PROGRAMS								
Skills Training								
Labour Adjustment Training Arrangements			-	-	-	NIL (1)	1.6 (1)	11.22 (1)
Skills in Demand	-	-	-	-	0.48 (2)	2.48 (1)	2.0 (1)	2.07 (1)
General Training Assistance								
Formal	11.4 (6)	12.9 (6)	10.0 (6)	8.0 (6)	3.0 (6)	2.8 (1)	3.3 (1)	3.8 (1)
On-the-job	13.6 (6)	23.7 (6)	22.8 (6)	15.6 (6)	8.5 (6)	6.5 (1)	2.7 (1)	1.8 (1)
Industry Training Services	-	-	-	-	3.00 (2)	4.50 (1)	5.22 (1)	6.94 (1)
TOTAL	25	36.6	32.8	23.6	14.98	16.28	14.82	25.83
Trade Training								
Commonwealth Rebate for Apprenticeship Full-time Training								
. Technical Education Rebate	-	)	20.2 (8)	33.4 (8)	37.1 (8)	52.6 (1)	65.0 (1)	69.7 (1)
. Off-the-job Rebate	-	)15.8 (7)	5.1 (8)	6.0 (8)	9.5 (8)	11.6 (1)	13.9 (1)	12.0 (1)
. Living Away from Home Allowance	-	)	3.1 (8)	3.3 (8)	4.2 (8)	4.6 (3)	4.7 (1)	4.8 (1)
. Employer Cash Rebate Scheme	-	-	-	-	13.7 (8)	10.0 (3)	1.3 (1)	0.07 (1)
. Special Additional Employment Incentive	-	-	-	-	-	-	-	-
. Pre-vocational Graduate Employment Rebate	-	-	-	-	-	-	-	0.001 (1)
Special Trade Training Program	-	-	-	-	0.5 (8)	0.7 (3)	4.9 (2)	9.7 (1)
Special Assistance Program	1.3 (9)	1.7 (9)	1.5 (8)	1.4 (8)	1.3 (8)	0.8 (3)	3.3 (2)	8.2 (15)
Group Apprenticeship Support Program	-	-	-	-	0.02 (8)	0.16 (3)	0.5 (2)	0.6 (1)
Group One Year Apprenticeship Scheme	0.46 (7)	0.87 (7)	1.5 (8)	1.5 (8)	1.5 (8)	1.7 (3)	1.8 (2)	1.6 (1)
Pre-Apprenticeship Allowance	-	-	-	1.1 (16)	1.61 (2)	1.15 (2)	1.94 (2)	3.27 (1)
National Apprentice Assistance Scheme	34.3 (7)	0.8 (9)	0.3 (8)	0.01 (3)	-	-	-	-
Additional Apprentices in Govt.Establ'ments	8.3 (7)	8.7 (7)	6.0 (7)	1.2 (9)	0.1 (9)	-	-	-
TOTAL	44.36	27.87	37.7	47.91	69.53	83.31	97.34	109.941
Youth Training								
Transition Allowance Scheme	-	-	2.3 (9)	3.0 (9)	4.7 (2)	8.4 (1)	11.4 (1)	14.6 (1)
Experimental Training Projects	-	-	-	-	-	-	0.95 (1)	1.03 (1)
Special Youth Employment Training Program	6.6 (9)	47.0 (7)	82.6 (7)	24.2 (9)	41.3 (2)	53.7 (1)	63.6 (1)	120.2 (1)
TOTAL	6.6	47.0	84.9	27.2	46.0	62.1	75.95	135.83
Employment Assistance Schemes								
Relocation Assistance Scheme	0.3 (9)	0.7 (7)	1.14 (10)	1.05 (10)	1.3 (2)	1.6 (1)	2.2 (1)	3.5 (1)
Fares Assistance Scheme	0.03 (9)	0.06 (7)	0.11 (10)	0.22 (10)	0.3 (2)	0.26 (1)	0.36 (1)	0.42 (1)
Other	-	0.01 (9)	0.24 (9)	1.08 (9)	3.2 (2)	1.82 (1)	3.18 (1)	4.91 (1)
TOTAL	0.33	0.77	1.49	2.35	4.8	3.68	5.74	8.83
Community-based Youth Support								
Community Youth Support Scheme	0.6 (9)	5.74 (9)	10.71 (9)	11.6 (10)	13.8 (2)	14.2 (1)	17.9 (1)	21.3 (1)
Community Youth Special Projects	-	-	-	-	0.21 (2)	0.59 (1)	1.5 (1)	2.8 (1)
Volunteer Youth Program	-	-	-	.11 (17)	0.16 (2)	0.15 (1)	0.14 (1)	0.39 (1)
TOTAL	0.6	5.74	10.71	11.71	14.17	14.94	19.54	24.49

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Table 2.A1: contd

Special Training								
Disabled	NEAT	1.2 (9)	1.4 (9)	1.0 (9)	2.72 (2)	6.47 (1)	6.31 (1)	9.79 (1)
Aborigines	NEAT	13.0 (9)	13.4 (9)	11.0 (9)	13.93 (2)	19.04 (1)	24.61 (1)	41.0 (1)
Special Needs Job-seekers	-	-	-	-	-	1.0 (1)	0.75 (1)	1.9 (1)
TOTAL		14.2	14.8	12.0	16.65	26.51	31.67	52.69
Job Creation Schemes								
Regional Employment Development Scheme	0.46							
Community Employment Program	-	-	-	-	-	-	-	286.5 (11)
Wage Pause Program	-	-	-	-	-	-	98.9 (16)	101.1 (15)
TOTAL	0.46						98.9	387.6
Adult Wage Subsidy Scheme	-	-	-	-	-	-	0.37 (1)	23.2 (1)
Miscellaneous Programs								
National Employment and Training Scheme	23.7	-	-	-	-	-	-	-
Redundant Australian Government Employees	0.05	-	-	-	-	-	-	-
Structural Adjustment Assistance Scheme	0.08	-	-	-	-	-	-	-
TOTAL	23.83							
TOTAL ALL DEIR PROGRAMS	101.18	132.18	182.4	124.77	166.13	206.82	344.37	768.411
DEYA PROGRAMS								
Transition Program	-	-	-	4.5 (9)	23.4 (9)]	34.3 (9)]	42.0 (13)]	25.1 (14)
Education Program for Unemployed Youth	-	1.5 (9)	3.1 (9)	3.71(9)	4.0 (9)]	]	]	
Participation and Equity Program	-	-	-	-	-	-	-	28.3 (14)
TOTAL		1.5	3.1	8.21	27.4	34.3	42.0	53.4
GRAND TOTAL		133.68	185.5	132.90	193.53	241.12	386.12	821.81

Sources:

(1) 1983/84 DEIR Annual Report
(2) 1982/83 DEIR Annual Report
(3) 1981/82 DEIR Annual Report
(4) 1982/83 DEIR Annual Report p. 56; p. 121 has 6.75
(5) 1980/81 DEIR Annual Report p. 12
(6) 1980/81 DEIR Annual Report p. 101
(7) 1978/79 DEIR Annual Report p. 13
(8) 1980/81 DEIR Annual Report p. 30
(9) Youth Policies, Programs and Issues, DEYA pp. 112-113
(10) DEIR Annual Report 1979/80
(11) 1984/85 Budget Paper
(12) Program Estimates 1984/83
(13) DEYA Annual Report 1983
(14) DEYA explanatory notes 1984/85 estimates
(15) Budget Statements 1984/85 p. 216
(16) Budget Statements 1981/82 p. 177
(17) Budget Statements 1980/81 p. 185

Other includes - Former Regular Servicemens' Vocational Training
- Occupational Information
- National Promotion
- Employment Strategies

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Table 2.A2: Expenditure and participants in employment and training programs, 1983/84

Program category	Expenditure 1983/84	Numbers assisted
	$m	
DEIR PROGRAMS		
Trade training		
Commonwealth Rebate for Apprenticeship Full-time Training	86.57	81,986
Special Trade Training Program	9.70	4,400
Special Assistance Program	8.20	5,500
Group One Year Apprenticeship Scheme	1.60	187
Group Apprenticeship Support Program	0.60	n/a
Skills training		
Labour Adjustment Training Arrangements	11.22	4,484
Skills in Demand	2.07	631
General Training Assistance	5.60	3,353
Work experience and training for youth		
Transition Allowance	14.60	15,573
Pre-Apprenticeship Allowance	3.27	6,073
Experimental Training Projects	1.03	450
Special Youth Employment Training Program	120.20	111,703
Special training		
Training for Aboriginals	41.00	12,667
Training for the Disabled	9.79	6,021
Special Needs Job-Seekers	1.90	2,477
Adult Wage Subsidy Scheme	23.20	15,353
Community-based youth programs		
Community Youth Support Scheme	21.35	(est.) 70,000
Community Youth Special Projects	2.79	1,780
Volunteer Youth Program	0.39	2,200
Employment services		
Relocation Assistance Scheme	3.50	3,258
Fares Assistance Scheme	0.42	193,978
Employment creation		
Community Employment Program	286.50	27,577
Wage Pause Program	101.10	17,630
DEYA PROGRAMS		
Transition Program/Participation and Equity Program	53.40	n.a.
Total	810.00	

Source: DEIR and DEYA Annual Reports; Budget Statements 1984/85; CEP Management Information System

Table 2.A3: SYETP expenditure and approvals, 1976/77 - 1984/85

Year	Standard		Extended		C'wlth/State		Total		SYETP exp. as % of total program expend.
	Exp. ($m)	No.	Exp. ($m)	No.	Exp. ($m)	No.	Exp. ($m)	No.	
1976/77	6.60	9,340	-	-	-	250	6.60	9,590	20.8
1977/78	59.92	64,000	-	-	-	2,000	59.92	66,000	55.5
1978/79	82.64	63,530	-	-	-	2,820	82.64	66,350	52.1
1979/80	21.00	37,750	-	-	3.20	6,550	24.16	44,300	21.4
1980/81	31.30	51,273	1.90	6,494	8.10	7,542	41.26	65,309	24.7
1981/82	27.10	37,525	16.90	10,582	9.70	3,589	53.70	51,696	26.0
1982/83	31.00	45,130	19.90	16,340	12.70	4,800	63.63	66,270	18.4
1983/84	50.90	50,718	51.80	31,454	17.50	5,410	120.20	88,582	15.4
1984/85*	40.60	51,085	52.00	31,537	16.30	4,800	108.90	87,422	12.5

Sources: DEIR, Submission to the Committee of Inquiry into Labour Market Programs
Budget Statements, 1984/85

* 1984/85 appropriations

Table 2.A4: Number of CYSS projects in operation and estimated numbers of participants, 1977/78 - 1983/84

	Projects	Participants	Expenditure ($m)
1977/78	267	35,000	5.70
1978/79	307	45,000	10.71
1979/80	274	50,000	11.60
1980/81	276	55,000	13.80
1981/82	259	55,000	14.20
1982/83	276	65,000	17.88
1983/84	305	70,000	21.35

Source: DEIR, Submission to the Committee of Inquiry into Labour Market Programs, June 1984
DEIR Annual Reports

Table 3.A1: Employment status by birthplace group, 1983 (as a percentage)

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Currently employed (employment ratio)	53	55	50	57	28	42	37	38	49
Unemployed	16	19	16	13	11	20	22	16	17
Full-time secondary school	14	8	9	8	31	16	21	10	14
Full-time post-secondary	7	3	7	5	14	5	7	5	7
Not in labour force	10	15	18	17	16	17	13	31	13
Total	100	100	100	100	100	100	100	100	100
(N)	(3,354)	(277)	(254)	(314)	(209)	(351)	(525)	(317)	(5,672)

Source: 1983 General Survey

Table 3.A2: Employment status by birthplace group, 1984 (as a percentage)

	Aust	UK/ Eire	Greek	Ital	Span spkg	Yugo	Viet	Arab spkg	Total
Currently employed (employment ratio)	61	58	54	63	31	54	49	36	54
Unemployed	12	10	12	11	15	15	16	20	14
Full-time secondary school	11	5	11	5	25	12	18	11	12
Full-time post-secondary	9	8	6	6	18	5	9	2	8
Not in labour force	7	19	17	15	11	14	8	31	12
Total	100	100	100	100	100	100	100	100	100
(N)	(1,051)	(145)	(163)	(221)	(137)	(230)	(345)	(211)	(2,503)

Source: 1984 General Survey

Table 3.A3: Number of flows in 12-month period, by birthplace group (as a percentage)

	From employment (e)				From unemployment (u)				From sec schools (s)				From other NLF (n)				Total
	eu	es	en	Total	ue	us	un	Total	sn	se	su	Total	ns	ne	nu	Total	100%
Australian	19.2	0.7	8.7	28.6	29.7	0.5	2.0	32.2	6.6	9.1	6.2	21.9	0.5	10.0	6.8	17.3	438
UK/Eire	24.2	-	6.1	30.3	37.9	1.5	3.0	42.4	1.5	3.0	9.1	13.6	-	7.6	6.1	13.7	66
Greek	16.1	-	14.3	30.4	42.9	-	3.5	46.4	1.8	3.5	5.4	10.7	-	7.1	5.4	12.5	56
Italian	16.8	-	9.0	25.8	38.2	-	2.2	40.4	5.6	2.3	4.5	12.4	-	7.9	13.5	21.4	89
Yugoslav	18.0	-	8.5	26.5	37.6	0.8	2.6	41.0	3.4	5.1	10.3	18.8	-	7.7	6.0	13.7	117
Vietnamese	11.3	0.8	8.1	20.2	34.7	-	3.2	37.9	12.9	4.0	4.8	21.7	0.8	8.9	10.5	20.2	124
Arabic	21.0	3.2	16.1	40.3	24.2	-	-	24.2	3.2	11.3	6.4	20.9	1.6	6.5	6.5	14.6	62
Spanish	6.6	-	4.9	11.5	21.3	1.7	4.9	27.9	21.3	4.9	9.9	36.1	4.9	9.8	9.8	24.5	61
TOTAL	16.9	0.6	9.1	26.5	33.1	0.5	2.6	36.2	7.1	5.9	6.9	19.9	0.8	8.6	8.1	17.4	1588

Source: 1984 General Survey
Note: The following definitions apply:
eu (employment to unemployment); es (employment to school); en (employment to not in labour force);
ue (unemployment to employment); us (unemployment to school); un (unemployment to not in labour force);
sn (school to not in labour force); se (school to employment); su (school to unemployment);
ns (not in labour force to school); ne (not in labour force to employment); nu (not in labour force to unemployment).

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Table 3.A4: Factors associated with predicted unemployment rates of 15-24-year-olds, by birthplace, 1976 Census (Control variable 1*)

	Aust	NZ	UK/ Eire	Germ	Greece	Italy	Malta	Nether- land	Poland	Yugo- slavia	Other Europe	Asia	America	Africa	Other countries
Control group	10.06	17.12	11.05	10.67	12.82	7.88	8.35	7.81	18.01	14.82	12.20	13.41	14.78	10.60	16.10
Female	1.86	1.51	2.46	3.30	-1.34	2.06	2.96	3.12	4.45	5.17	3.59	2.51	2.94	5.19	2.77
Rural	2.76	1.66	5.10	5.19	5.00	6.70	2.48	3.25	-1.29	5.17	5.54	3.76	-0.76	-0.81	5.51
Age 20-24	-2.71	-2.88	-2.82	-1.42	-3.65	-3.36	-4.08	-1.89	-8.86	-5.04	-2.72	-4.77	-2.66	-3.06	-6.55
Qualifications	-4.89	-4.56	-4.45	-5.26	-6.93	-2.01	-1.41	-4.14	-12.93	-4.67	-7.60	-5.65	-4.34	-3.61	-4.35
Married	-5.64	-7.52	-6.23	-6.06	-3.33	-3.47	-4.22	-5.04	-4.43	-4.96	-5.80	-2.23	-3.42	-4.58	-8.03
Divorced, etc.	3.20	-0.29	2.37	-2.09	8.19	3.94	11.36	2.66	12.38	6.16	0.60	3.28	-1.24	11.50	5.78
Still at school	-1.41	-4.89	0.86	-1.66	5.72	10.42	-1.31	-3.98	8.66	9.40	1.13	2.82	-0.89	-1.40	-5.79
under 13 years	15.41	-5.61	8.16	4.57	-4.14	5.01	0.45	11.05	11.74	-4.50	0.03	1.15	2.18	-2.51	10.14
14 years	11.72	6.78	9.34	0.34	-0.65	4.09	2.10	10.26	12.19	-2.07	1.27	3.24	12.64	1.94	-3.57
15 years	3.60	1.23	4.41	2.64	0.15	1.69	3.14	3.89	2.85	-3.25	2.31	1.66	2.93	0.48	5.48
17 years	-2.21	-1.32	-2.19	-1.26	0.76	0.65	2.56	1.68	-2.77	-3.40	-1.17	-0.13	-1.46	-2.53	-0.52
18 years	-2.18	-2.30	-0.87	-1.03	-2.46	-0.53	-2.94	3.25	-2.21	-2.36	-1.11	0.51	-2.22	-0.28	-2.19
19 years	1.86	-7.28	3.14	-7.72	3.22	-0.59	3.97	10.41	1.05	2.64	1.26	2.42	-4.88	6.70	10.21
Diploma	-8.05	-6.46	-8.39	-8.84	-10.14	-5.37	0.28	-7.82	-5.24	-11.27	-9.75	-7.34	-12.05	-6.37	-12.69
Bachelor degree	-3.80	-2.24	-3.10	-6.61	-6.02	8.69	-0.33	-2.95	2.73	-8.41	-3.67	0.69	-12.85	4.88	-1.11
Graduate diploma	-8.50	-17.11	-10.22	-10.66	-12.79	-2.07	-8.32	-7.81	-17.78	-14.73	-12.17	-10.03	-14.77	1.16	-16.05
Higher degree	-3.34	-17.10	0.32	0.00	-12.77	0.00	0.00	0.00	-17.67	-14.62	39.68	5.79	-14.77	89.29	0.00
No English	3.38	26.44	3.54	8.46	3.32	1.36	5.97	-4.74	4.93	0.06	4.97	4.70	4.98	2.86	5.08

Source: 1976 Census Matrix Tape 4

*Control Group: 15 to 19-year-old, single male metropolitan area dwellers who left school at 16 years of age, speak English, but do not possess qualifications

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Table 3.A5: Factors associated with predicted unemployment rates of 15-24-year-olds, by birthplace, 1976 Census (Control variable 2*)

	Aust	NZ	UK/ Eire	Germ	Greece	Italy	Malta	Nether- land	Poland	Yugo- slavia	Other Europe	Asia	America	Africa	Other countries
Control group	11.01	7.94	10.28	9.50	13.98	8.52	9.22	7.62	13.63	12.78	8.19	12.19	12.89	9.12	21.02
Female	2.04	1.04	2.12	3.22	-1.36	1.65	4.28	2.12	19.90	4.64	3.01	2.32	2.49	3.75	4.83
Rural	3.13	0.82	4.56	8.67	4.42	7.69	2.92	3.31	2.64	3.76	5.28	2.02	-1.25	0.79	5.33
Age 20-24	-2.95	-1.89	-2.68	-1.37	-6.37	-3.66	-3.26	-2.26	-7.84	-4.52	-1.56	-4.60	-3.42	-1.31	-7.61
Qualifications	-5.31	-2.93	-4.47	-4.86	-7.40	-3.21	-3.86	-4.36	-11.87	-2.00	-4.82	-4.89	-3.32	-3.45	-3.60
Married	-6.18	-2.67	-5.72	-4.68	-2.45	-4.50	-5.63	-5.10	-5.97	-3.88	-3.83	-0.80	-2.51	-4.11	-10.30
Divorced, etc.	3.53	0.39	2.66	1.14	20.67	9.45	9.57	4.54	-5.29	6.70	-0.45	7.00	-3.62	13.45	0.64
Still at school	-1.54	-0.51	0.78	0.14	4.77	14.17	-2.69	-6.30	3.63	10.52	0.49	3.19	-1.95	2.26	-0.22
under 13 years	16.78	-0.17	8.50	2.98	-4.48	7.39	0.41	9.46	9.47	-0.92	-1.10	2.08	4.19	-9.09	-0.39
14 years	12.46	6.26	9.35	1.70	3.20	3.86	-1.80	14.53	-13.39	-3.25	3.47	4.70	14.79	0.45	-15.02
15 years	3.89	1.07	4.92	2.06	-0.67	2.38	1.02	4.98	-9.38	-2.09	1.43	2.61	2.82	-1.00	6.77
17 years	-2.42	-0.60	-1.81	-0.93	1.36	-0.11	0.93	3.18	-6.19	-2.91	0.42	-0.74	-1.02	-4.00	-0.00
18 years	-2.38	-0.42	-0.57	-0.56	-0.24	-1.12	-3.70	4.71	-2.46	0.71	-1.04	1.08	-2.27	-1.29	-0.35
19 years	1.97	-1.22	3.34	-5.68	3.41	1.08	-4.63	9.84	-4.39	1.84	0.82	2.34	-4.12	2.05	0.00
Diploma	-8.81	-3.00	-8.48	-7.94	-9.18	-6.30	-9.2	-7.82	1.10	-6.96	-6.29	-8.68	-11.45	-6.64	-13.05
Bachelor degree	-4.16	-1.38	-3.15	-7.59	-1.22	7.13	-9.2	-5.19	2.48	-12.73	-2.67	1.07	-11.36	-0.11	1.90
Graduate diploma	-9.33	-7.91	-9.39	-9.49	-13.95	0.38	-9.2	-7.62	0.00	-12.74	-8.16	-8.17	-12.87	0.51	-20.04
Higher degree	-2.75	-7.92	-10.24	0.00	-13.92	0.00	0.00	0.00	13.53	-12.72	5.63	5.75	-12.87	38.78	0.00
Residence															
less than 1 year		16.05	8.88	15.38	15.56	7.83	-4.84	-1.07	12.23	3.00	16.71	7.33	5.60	18.73	4.15
1-3 years		4.53	0.49	-1.25	-3.43	0.91	1.38	2.75	43.54	0.59	3.10	1.37	1.29	4.29	-3.75
4-5 years		4.70	1.05	3.69	-1.71	-2.89	0.46	-2.93	-4.0	1.79	0.99	0.04	0.78	0.91	-5.05
5-10 years		2.96	0.33	-0.42	-2.50	-0.69	1.08	0.99	-4.28	1.89	3.30	0.00	2.06	0.65	3.25
One O/S-born parent	-0.22	0.36	1.51	-2.61	35.01	-8.46	-9.18	-2.46	0.00	-12.72	29.35	-0.31	6.53	-5.40	-9.63
Both parents Aust-born	-1.31	3.06	2.25	-9.48	-13.91	-8.47	22.64	-7.61	-13.58	-12.72	6.20	1.59	6.35	-1.04	-5.45

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*Control Group: 15 to 19-year-old, single male metropolitan area dwellers who left school at 16 years of age, who do not possess qualifications, with a period of residence in Australia greater than 10 years, who have Australian-born parents

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Table 3.A6: Unemployment rate effects from Logit Unemployment Rate Model 15-24-year-olds, 1981 Census

	Total Australia	Australian-born	Overseas-Born								
			All	ESB	NESB	UK/ Eire	New Zealand	Yugoslavia	Italy	Greece	Germany
Control group	12.71*	12.64*	14.80*	15.06*	14.02*	15.21*	12.58*	19.31*	16.99*	15.53*	12.60*
Female	2.89*	3.02*	2.61*	2.60*	2.74*	2.55*	2.61*	3.71*	2.06*	-0.13	5.25*
20-24 years	-2.55*	-2.30*	-3.92*	-3.05*	-4.71*	-3.05*	-2.70*	-7.63*	-4.80*	-5.39*	-2.20*
Overseas-born	1.87*	a	a	a	a	a	a	a	a	a	a
S.L.A. 14	14.50*	16.55*	7.43*	13.67*	3.21*	14.51*	10.38*	8.48*	8.14*	4.08*	6.12*
S.L.A. 15	4.70*	4.85*	4.18*	4.47*	2.96*	5.00*	2.79*	4.41*	2.08	4.17*	5.00*
S.L.A. 17	-2.98*	-3.29*	-1.75*	-2.51*	-0.66	-2.85*	-1.01*	-1.35	0.78	2.50	-0.39
S.L.A. 18	-3.52*	-3.92*	-2.40*	-4.07*	-1.11*	-4.79*	-1.61*	-0.32	-1.24	2.40	-3.15
S.L.A. 18	0.62*	0.30	1.18*	-1.00	1.35*	-1.01	0.00	7.03*	3.26	7.33*	-2.51
Still at school	-0.44*	-0.47*	-0.31	-2.56*	1.64*	-.143*	-4.55*	3.60	6.91*	4.15	4.30
Diploma	-8.62*	-8.97*	-7.01*	-7.73*	-5.80*	-8.42*	-4.13*	-10.60*	-8.88*	-5.81	-1.77
Higher degree	-6.96*	-7.34*	-5.80*	-7.05*	-3.95*	7.68*	-4.98*	0.76	-2.08	-0.96	-8.75*
Qualifications	-6.46*	-6.66*	-6.15*	-6.41*	-5.61*	-6.99*	-4.34*	-9.12*	-7.10*	-5.48*	-5.04*
Married	-6.39*	-6.73*	-5.61*	-6.61*	-4.26*	-7.18*	-4.15*	-6.72*	-9.18*	-4.73*	-5.30*
Divorced etc.	2.92*	3.01*	3.00*	2.07*	3.58*	2.98*	0.08	0.83	-2.70	2.97	3.94
English (well)	2.10*	2.15*	2.37*	2.96*	2.59*	3.36*	3.16*	-0.67	-3.17*	3.73	1.05
English (poor)	5.16*	2.25*	8.80*	0.52	7.62*	3.49	-0.20	-0.40	-3.03	1.64	-1.20
RESID less than 2 years	10.07*	a	10.60*	7.66*	16.79*	10.67*	7.72*	15.20*	19.15*	12.96*	9.45*
RESID 2 years	-0.22	a	-0.28	-0.51	0.72	-2.10	1.73*	3.61	17.37*	4.23	5.78
RESID 3-4 years	-0.55	a	-0.43	-0.08	0.18	-0.26	1.84*	5.37	-3.01	-7.07*	-2.12
RESID 5-9 years	-0.64*	a	-0.51*	-0.69*	0.18	-0.88*	0.83	-0.89	3.18	-1.12	2.09

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Table 3.A6: contd

												Overseas-born
	Malta	Poland	Other Europe	Lebanon	Turkey	Other Middle East	Indo-China	Other Asia	South America	USA & Canada	Other Oceania	Africa
Control group	15.30*	7.86*	13.27*	25.33*	38.32	11.44*	24.81*	13.73*	12.39*	17.15*	11.79*	15.28*
Female	3.53*	6.24*	3.66*	5.41*	7.50*	5.12*	3.23*	2.90*	2.86*	3.21*	3.33*	1.59
20 -24 years	-4.78*	-2.99	-4.03*	9.57*	-5.58	-4.05*	-6.87*	-5.42*	-5.34*	-0.93	-1.10	-3.85*
Overseas-born	a	a	a	a	a	a	a	a	a	a	a	a
S.L.A. 14	3.82	1.09	5.60*	1.70	-6.25	5.89	-1.45	3.25	3.12	15.64*	1.63	8.60*
S.L.A. 15	5.91*	-1.20	4.63*	3.63	-2.38	1.70	-3.20	2.74*	6.37*	3.13	0.73	5.36*
S.L.A. 17	-2.79	-1.99	0.39	2.01	-8.26	-1.59	-5.13*	-0.03	-1.61	-5.30*	-4.03*	-2.42
S.L.A. 18	-2.86	2.71	0.48	1.76	-15.25*	1.74	-6.00*	-2.63*	-1.01	-6.95*	-3.27*	-3.28*
S.L.A. 18	3.96	5.15	-0.31	-2.06	-10.24	2.44	-4.29*	-0.06	2.99	-3.30	-1.64	-0.96
Still at school	-0.40	1.86	3.01*	0.19	1.03	3.75	5.47	-2.70*	1.48	-10.88*	-2.38	-3.41
Diploma	-15.27	5.71	-4.87*	-14.31	3.77	-6.51	-1.47	-5.75*	-6.31	-11.54*	-10.30*	-7.22*
Higher degree	-7.89	-0.68	-4.38*	-14.74	-26.61	-3.66	-0.93	-3.33*	-1.44	-8.33*	-4.28	-5.38*
Qualifications	-10.09*	-0.95	-4.55*	-11.86*	-9.34	-1.20	3.26	-5.67*	-5.35*	-8.85*	-2.95*	-5.79*
Married	-8.46*	-1.25	-4.79*	-4.09*	-10.36*	-3.06*	4.64*	-3.09*	-4.76*	-8.49*	-2.58*	-6.30*
Divorced etc.	-5.74	-4.31	6.12*	14.45*	11.30	3.37	3.09	3.36	-1.11	-4.43	-0.09	7.18
English (well)	0.11	3.32	1.54*	-4.46	-11.72*	0.40	-1.06	0.47	3.28*	2.26	2.34	2.49*
English (poor)	-1.37	8.63*	4.84*	0.65	-3.72	1.89	5.96	2.42	7.22*	-6.92	3.76	3.82
RESID less than 2 yrs	7.56*	11.25*	16.08*	14.21*	3.11	18.91*	23.10*	17.81*	10.64*	7.09*	12.05*	13.56*
RESID 2 years	-3.64	-6.44	5.65*	0.47	-15.29*	1.02	-6.61	1.68	8.08*	-1.90	7.55*	-1.64
RESID 3-4 years	-0.07	-4.55	1.04	2.57	-19.63*	1.63	-8.13	2.67*	2.13	3.51	2.25	0.79
RESID 5-9 years	-2.61	-2.48	-1.70*	2.34	-9.70*	3.43*	0.12	-0.07	4.80*	1.30	1.10	-0.38

Source: 1981 Census Matrix Tape 48

Notes: * indicates that the unemployment rate effects associated with the variable are statistically significant.
a not entered or not applicable

Figures listed in the right-hand columns of this table indicate the unemployment rate advantage (if negative) or disadvantage (if positive) of the group listed on the extreme left compared to the control group. E.g. for the Italian-born youth, the impact on unemployment rate of being female (2nd line) rather than male is to raise the predicted unemployment rate by 2.06 percentage points. That is, the predicted unemployment rate of females who have the same characteristics (other than gender difference) as the control group is predicted to be 19.05 (16.99 +2.06). Similarly, 20-24-year-olds have predicted unemployment rates 4.08 percentage points less than that of the 15-19-year-old control group.

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Table 3.A7: Characteristics of the currently employed and unemployed, Australian-born and overseas-born, 1983

	Australian-born		Overseas-born	
	Employed	Unemployed	Employed	Unemployed
Age, gender				
Years of age	23.5	21.9	24.8	23.8
% male	54	54	59	56
Father's background				
Father's occupation[a]	495	476	436	433
Father's education (years)	9.3	9.3	9.2	9.5
Education				
Years of full-time primary and secondary education	11.3	11.0	11.3	11.3
% further education[b]	31	17	23	14
% tertiary education[c]	15	9	8	7
% working p/time at school	38	31	20	15
Employment				
First occupation	504	451	472	451
Current/most recent occupation	519	510	464	489
Total length of unemployment (months)	3.9	6.5	17.8	18.6
Labour force experience (years)	5.4	3.9	6.0	4.6
Migrant characteristics				
Length of residence (years)	na	na	12.8	10.6
% citizens	na	na	56	49
% refugees	na	na	22	33
Language				
English proficiency[d] (0 to 100)	na	na	67	60
% training in English[e]	na	na	79	78
Number	1,752	539	979	399

Source: 1983 General Survey

Notes:
a coded on the ANU II occupational status scale
b combines apprentice full-time training, nursing, full-time job training, and technical college training
c combines university, teacher training, and CAE
d combines reading, writing, understanding and speaking English
e includes special training in English, as well as training in school, both in Australia and overseas

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Table 3.A8: Definitions of variables

Variable	Definition and scoring	Means[a]		
			Residence	
		Aust	short	long
1. Unemployment experience	Months of total unemployment divided by years of labour force experience, from 0 to 12	1.9	3.6	1.9
2. Age	Years	23.7	25.1	25.1
3. Gender	1 = male, 0 = female	0.49	0.55	0.50
4. Primary and secondary education	Years	11.1	11.4	11.2
5. Technical education	Years	0.78	0.33	0.57
6. Higher education	Years	0.42	0.28	0.21
7. Worked while at school	1 = yes, 0 = no	0.35	0.08	0.20
8. Labour force experience	Years	5.4	4.9	6.1
9. English language proficiency	Composite of self-assessed ability in reading, writing, speaking and understanding English, from 0 to 1	na	0.38	0.71
10. Occupational status	ANU II scale, from a low of 331 to a high of 915	510	443	466
11. Non-manual occupation	1 = yes, 0 = no	0.54	0.14	0.35

Source: 1983 General Survey

[a] estimated only for those with labour force experience

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Table 4.A1: Profile of migrants, by birthplace, registered with the CES

Country	CES registrants		Males and females	Males		Females		Age 15-24 years		Unemployed 4 mths or more		Resident in Aust over 5 yrs		English language ability poor/nil	
	No.	%	Total	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Total	650,753														
Australia	439,978	67.6	355,069	243,945	68.7	111,124	31.1	220,857	50.2						
Total overseas-born	218,309	33.5	214,732	154,226	71.8	60,506	28.2	58,066	37.6	117,162	53.7	61,727	28.3	30,071	13.8
ESB	85,284	13.1	72,899	47,657	65.4	25,242	34.6	32,425	38.1	40,070	47.0	19,765	23.2	4	0.004
NESB	133,698	20.5	130,417	95,105	72.9	35,312	27.1	33,673	25.2	77,009	57.6	48,559	36.3	29,952	22.4
Not stated	11,800	1.8													
Asia	8,232	1.3	15,595	5,015	32.2	10,580	67.8	2,695	32.7	4,030	49.0	3,084	37.5	410	5.0
Bulgaria	213	0.03	208	163	78.4	45	21.6	19	8.9	161	75.6	77	36.2	42	19.7
China/Taiwan	1,720	0.3	1,658	1,185	71.5	473	28.5	245	14.2	789	45.9	858	49.9	774	45.0
Cyprus	1,822	0.3	1,821	1,371	75.3	451	23.7	541	29.7	1,075	59.0	262	14.4	380	20.8
Czechoslovakia	1,459	0.2	1,385	1,038	75.0	347	25.1	247	16.9	832	57.0	678	46.5	331	22.7
Germany/Austria	7,489	1.2	7,679	5,752	75.0	1,927	25.1	1,228	16.4	4,209	56.2	1,297	17.3	254	3.4
Greece	10,205	1.6	9,943	7,800	78.4	2,143	21.6	1,860	18.2	6,283	61.6	558	5.5	2,423	23.7
Hungary	1,841	0.3	1,795	1,422	79.2	373	20.8	151	8.2	1,098	59.6	612	33.2	342	18.6
Indonesia	817	0.1	807	586	72.6	221	27.4	130	15.9	434	53.1	341	41.7	95	11.6
Italy	11,826	1.8	11,885	9,261	78.0	2,624	22.1	2,321	19.6	7,267	61.4	620	5.2	2,129	18.0
Kampuchea (Cambodia)	2,529	0.4	2,429	1,715	70.6	714	29.4	851	33.6	1,941	76.7	225	8.9	1,585	62.7
Laos	886	0.1	886	613	69.2	273	30.8	321	36.2	453	51.1	750	84.7	414	46.7
Malta	3,674	0.6	3,657	2,805	76.7	852	23.3	620	16.9	2,338	63.6	360	9.8	217	5.9
Middle East	11,000	1.7	10,447	8,065	77.2	2,382	22.8	2,971	27.0	7,106	64.6	1,504	13.7	2,649	24.1
Netherlands	4,487	0.7	4,515	3,551	78.6	964	21.4	607	13.5	1,962	43.7	657	14.6	57	1.3
Philippines	1,918	0.3	1,883	709	37.7	1,174	62.3	493	25.7	869	45.3	1,239	64.6	98	5.1
Poland	5,458	0.8	5,382	3,771	70.1	1,611	29.9	570	10.4	3,423	62.7	3,488	63.9	1,504	27.6
Portugal/Brazil/Timor	2,249	0.3	2,273	1,630	71.7	643	28.3	851	37.8	1,267	56.3	897	39.9	832	37.0
Rumania	1,126	0.2	1,104	908	82.2	196	17.8	205	18.2	626	55.6	893	79.3	431	38.3
Spain/Latin America	6,924	1.1	6,822	4,629	67.9	2,193	32.1	2,085	50.1	3,470	50.1	1,769	25.5	1,783	25.8
Turkey	4,487	0.7	4,426	3,078	69.5	1,348	30.5	1,514	33.7	2,790	62.2	768	17.1	1,685	37.6
USSR	1,726	0.3	1,690	1,320	78.1	370	21.9	161	9.3	1,151	66.7	370	21.4	257	15.0
Vietnam	14,341	2.2	13,858	10,125	73.1	3,733	26.9	5,261	36.7	8,545	59.6	11,778	82.1	7,689	53.6
Yugoslavia	14,337	2.2	13,447	9,786	72.8	3,661	27.2	3,445	24.0	8,479	59.1	1,412	9.8	2,846	20.0
Not elsewhere included	12,509	1.9	11,608	8,410	72.5	3,198	27.5	4,326	34.6	6,252	50.0	4,300	34.4	1,156	9.3

Sources: DEIR, Survey of characteristics of migrants registered with Commonwealth Employment Service, 1984
DEIR, Commonwealth Employment Service Statistics, June Quarter 1984

* survey total equal to approximately 82% of CES registrants, June 1984

Country Groupings:

- Main English-speaking countries - Canada, Ireland/Eire, Kenya, New Zealand, Republic of South Africa, UK, USA, Zimbabwe
- Asia - Bangladesh, Burma, Hong Kong, India, Malaysia, Pakistan, Singapore, Sri Lanka, Thailand
- Middle East - Egypt, Jordan, Lebanon, Palestine, Syria (not Israel)
- Spain/Latin America - Argentina, Bolivia, Chile, Columbia, Costa Rica, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama, Paraguay, Peru, Spain, Uruguay, Venezuela (not Brazil)
- USSR - includes Estonia, Latvia, Lithuania, Ukraine
- Yugoslavia - includes Croatia, Macedonia, Serbia, Slovenia
- Not elsewhere included - includes all overseas countries not shown individually or in the groups shown above.
- Not stated - no entry on the registration card

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Table 4.A2: CES Job-Seeker Services Branch functions statement.

National Director

Chief General Manager

General Manager
Special Groups Division

Job-Seeker Services Branch (Functions):

- Co-ordinate and oversight CES services to the full range of job-seeker clients from the job-ready to the least competitive.
- Design and develop guidelines for appropriate standards of services.
- Identify deficiencies in CES service and program provisions.
- Develop special arrangements for services to disadvantaged job-seekers and address matters of equity with regard to CES services and programs.
- Monitor and evaluate the role played by specialist CES network staff including psychologists.
- Analyse and investigate job-seeker needs and adjust services accordingly.
- Develop and prepare specific job-seeker promotional material.
- Be responsible for operational policies of Work Information Centres (WICs).
- Liaise with appropriate outside organisations at a national level, inform the CES network of the results of such liaison and assist regions with the same task at State levels.

Source: CES Service and Management Improvement Program (DRAFT), 1984

Table 5.A1: Participation in SYETP, relative to number eligible (four months or more unemployed) - 1983 and 1984 General Surveys

	Australian-born	UK/Eire-born	NESB Level of language difficulty Severe	 Moderate	 Little or none
Participants	103 (44)	6 (5)	0 (2)	3 (9)	18 (30)
Total eligible	996 (167)	109 (25)	197 (57)	276 (112)	231 (205)
% of eligible participants	10.3 (26.3)	5.5 (20.0)	0.0 (3.5)	1.1 (8.0)	7.8 (14.6)

Source: 1983 General Survey and 1984 General Survey (in brackets)

Table 5.A2: SYETP placement and registered unemployed youth at CES offices, by birthplace

	Male[1]			Female[1]			Persons[2]		
Birthplace	% Registered unempl.	% SYETP placements	Ratio of placements to unempl.	% Registered unempl.	% SYETP placements	Ratio of placements to unempl.	% Registered unempl.	% SYETP placements	Ratio of placements to unempl.
Australia	51.5	64.4	1.25	53.1	59.8	1.13	50.9	61.9	1.22
New Zealand	2.1	1.4	0.67	2.8	1.6	0.57	2.3	1.3	0.57
Other, ESB	2.6	3.3	1.27	3.0	4.4	1.47	2.7	4.5	1.67
NESB	43.8	30.9	0.71	41.1	34.2	0.83	44.1	32.3	0.73
Greece	2.1	0.6	0.29	1.7	0.7	0.41	2.7	1.0	0.37
Yugoslavia	1.2	0.8	0.67	1.5	2.8	1.87	1.5	2.0	1.33
Other European	3.9	3.3	0.85	4.7	6.0	1.28	4.5	4.8	1.07
Lebanon	11.8	12.2	1.03	9.3	8.5	0.91	9.9	9.6	0.97
Turkey	4.2	3.3	0.79	5.1	5.7	1.12	3.9	3.9	1.00
Other Middle East	1.5	1.7	1.13	1.8	0.7	0.39	1.9	1.3	0.68
Vietnam	12.4	4.5	0.36	8.6	3.5	0.41	12.2	4.0	0.33
Other Asian	3.4	1.4	0.41	4.3	2.2	0.51	3.6	2.2	0.61
Other NESB	3.3	3.1	0.94	4.1	4.1	1.00	3.9	3.5	0.90
Total sample	2,475	366	-	1,573	316	-	4,724	771	-

Source: Micro-study of three CES offices

Notes:
1. Data relates to only two CES offices
2. Data relates to three CES offices
3. SYETP placements cover Jan-Dec 1983, except for one CES office which only covers Jan-June 1983
4. Registered unemployed relate to 15 to 24-year-olds

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Table 5.A3: Percentage distribution of weeks unemployed prior to placement

Weeks unemployed	Standard[1]			Extended[1]			Comm/state[2]
	Aust	ESB	NESB	Aust	ESB	NESB	Total
1 - 8	-	-	-	-	-	-	13
9 - 16	-	-	-	-	-	-	7.5
17 - 25	63	54	64	2	8	1	26
26 - 33	21	23	19	2	-	-	19
34 - 42	6	8	7	52	61	47	8
43 - 52	10	15	10	44	31	52	27
Number	533	53	264	138	13	74	53
Average weeks unemployed	25.9	27.8	26.2	42.0	39.2	43.0	36.6

Sources: 1. Micro-study of three CES offices
2. Mail-out Survey of SYETP participants

Table 5.A4: Percentage distribution of education level of SYETP trainees

Level of education	Standard[1]			Extended[1]			Comm/state[2]
	Aust	ESB	NESB	Aust	ESB	NESB	Total
Primary	-	-	1	1	-	2	-
Years 7-9	38	25	25	40	72	21	2
Year 10	47	54	47	45	14	37	34
Years 11-12	9	14	22	9	14	29	64[3]
Trade/Techn	4	7	4	3	-	9	na
Diploma	1	-	1	2	-	2	na
Degree	1	-	-	-	-	-	na
Number	457	28	210	119	7	56	56

Sources: 1. Micro-study of three CES offices
2. Mail-out Survey of SYETP participants
3. Details on education level beyond Year 12 were not collected in the mail-out survey.

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Table 5.A5: Migrant placement by age groups on Wage Pause Program (as a percentage)

Category	Migrants with language difficulty				Other migrants				Total migrants				Australian-born			
	15-19 years	20-24 years	25+ years	Total	15-19 years	20-24 years	25+ years	Total	15-19 years	20-24 years	25+ years	Total	15-19 years	20-24 years	25+ years	Total
Number of people	13	51	249	313	193	557	1,656	2,406	206	608	1,905	2,719	3,458	6,461	8,512	18,431
By sex																
Male	38.5	47.1	76.3	70.0	44.0	46.9	75.1	66.1	43.7	46.9	75.3	66.5	50.9	59.9	80.1	67.5
Female	61.5	52.9	23.7	30.0	56.0	53.1	24.9	33.9	56.3	53.1	24.7	33.5	49.1	40.1	19.9	32.5
By prior length of unemployment																
No prior unemployment	7.7	3.9	2.8	3.2	2.0	3.0	5.1	4.4	2.4	3.1	4.8	4.3	2.9	2.8	4.6	3.6
1 - 7 months	53.8	43.1	33.7	36.1	42.0	33.4	36.7	36.4	42.7	34.2	36.3	36.3	36.1	31.0	30.2	31.6
8+ months	38.5	53.0	63.5	60.7	56.0	63.6	58.2	59.2	54.9	62.7	58.9	59.4	61.0	66.2	65.2	64.8
Average length of unemployment (months)	7.6	10.5	14.2	13.3	9.5	10.6	11.5	11.1	9.3	10.6	11.8	11.3	10.2	11.8	12.2	11.7
By occupation																
Management & admin	-	-	-	-	1.6	2.7	3.4	3.1	1.5	2.4	2.9	2.7	1.2	1.8	2.6	2.0
Professional & related	-	7.8	9.6	8.9	10.9	15.1	12.9	13.3	10.2	14.5	12.5	12.7	4.9	8.5	10.0	8.5
Artistic, literary and sporting	-	-	0.4	0.3	0.5	0.9	1.2	1.1	0.5	0.8	1.2	1.0	1.2	1.2	1.0	1.1
Clerical, sales & services	46.2	51.0	18.1	24.6	43.5	40.9	15.5	23.6	43.7	41.8	15.9	23.8	32.0	24.9	12.0	20.3
Primary production	23.0	-	3.2	3.5	5.7	5.0	2.5	3.4	6.8	4.6	2.6	3.4	10.0	9.0	6.4	8.0
Manuf & construction	-	7.8	24.5	20.8	10.4	16.7	43.4	34.6	9.7	16.0	40.9	33.0	11.6	15.5	30.0	21.5
Transport & materials	-	-	1.2	1.0	-	0.5	0.9	0.7	-	0.5	0.9	0.8	0.3	0.6	1.1	0.8
Basic manual	30.8	33.4	43.0	40.9	26.9	18.2	20.2	20.1	27.1	19.4	23.0	22.5	38.7	38.4	36.8	37.7
Not elsewhere classified	-	-	-	-	0.5	-	-	0.1	0.5	-	0.1	0.1	0.1	0.1	0.1	0.1

Source: CEP Management Information System

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Table 5.A6: Migrant placement on Community Employment Program, by age groups (as a percentage)

Category	Migrants with language difficulty				Other migrants				Total migrants				Australian-born			
	15-19 years	20-24 years	25+ years	Total	15-19 years	20-24 years	25+ years	Total	15-19 years	20-24 years	25+ years	Total	15-19 years	20-24 years	25+ years	Total
Number of people	37	184	1,077	1,298	276	786	2,963	4,025	313	970	4,040	5,323	4,428	8,553	14,862	27,934
By sex																
Male	51.4	59.8	76.2	73.2	33.9	47.5	76.1	67.6	36.0	49.8	76.1	69.0	48.8	59.3	75.9	66.5
Female	48.6	40.2	23.8	26.8	66.1	52.5	23.9	32.4	64.0	50.2	23.9	31.0	51.2	40.7	24.1	33.5
By prior length of unemployment																
No prior unempl	2.7	1.1	0.8	0.9	-	1.2	1.8	1.5	0.3	1.1	1.5	1.4	0.6	0.8	1.0	0.9
1 - 2 months	5.4	4.9	4.1	4.3	3.6	0.9	4.4	4.2	3.9	1.7	4.3	4.2	4.8	4.9	3.9	4.4
3 - 8 months	67.6	54.9	37.6	41.1	60.5	56.5	43.2	46.3	61.3	56.7	41.3	45.0	55.9	46.6	42.1	45.7
9 - 12 months	13.5	17.9	23.5	22.3	17.8	15.5	20.4	19.1	17.3	16.1	21.1	19.9	17.3	18.0	19.9	18.9
13 - 24 months	10.8	18.5	26.8	25.1	15.6	18.2	22.7	21.1	15.0	18.4	23.6	22.1	17.5	20.8	22.6	21.2
25+ months	-	2.7	7.2	6.3	2.5	6.5	7.5	7.8	2.2	5.8	8.2	7.4	3.9	8.9	10.5	8.9
Average length of unemployment (months)	7.3	9.5	12.3	11.8	9.1	10.6	12.1	11.6	8.9	10.1	12.2	11.6	9.4	12.0	13.0	12.1
By occupation																
Management & admin	-	0.5	1.2	1.1	0.7	4.8	5.6	5.1	0.6	4.0	4.6	4.1	0.6	2.2	3.1	2.4
Professional & related	2.7	6.0	7.3	7.0	8.3	14.6	11.5	11.9	7.7	12.9	10.4	10.7	4.3	7.7	7.5	7.1
Artistic, literary and sporting	-	3.8	0.7	1.2	1.1	1.8	1.7	1.7	1.0	2.2	1.5	1.6	1.1	1.7	1.4	1.5
Clerical, sales & services	24.3	25.5	12.6	14.7	36.6	27.8	14.7	18.8	35.4	27.4	14.1	17.8	23.2	16.1	12.5	15.3
Primary production	18.9	7.6	5.3	6.1	13.0	5.9	4.7	5.5	13.8	6.3	4.9	5.7	9.9	8.1	6.1	7.3
Manuf & construction	10.8	9.2	22.3	20.2	5.4	12.1	31.8	26.1	6.1	11.5	29.1	24.6	10.1	14.1	23.9	18.7
Transport & materials	-	1.1	2.2	2.0	1.8	0.6	2.1	1.8	1.6	0.7	2.2	1.8	0.6	1.4	2.8	2.0
Basic manual	43.2	46.2	48.2	47.7	32.3	32.0	27.9	28.9	33.8	34.8	33.1	33.5	50.1	48.6	42.6	45.6
Not elsewhere classified	-	-	-	-	0.7	0.3	0.1	0.1	-	0.2	0.1	0.1	0.1	0.1	0.1	0.1

Source: CEP Management Information System

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Table 5.A7: Percentage distribution of age groups, Community Employment Program

	Male		Female		Total	
	Aust	NESB	Aust	NESB	Aust	NESB
15 - 19	18	3	18	26	18	12
20 - 24	30	15	46	33	36	22
25 and over	52	82	36	41	46	66
Numbers*	61	61	39	39	100	100

Source: CEP Regional Surveys

* 9 ESB respondents excluded from analysis

Table 5.A8: Percentage distribution of level of education, 15 to 24-years-olds, Community Employment Program

	Male		Female		Total	
	Aust	NESB	Aust	NESB	Aust	NESB
Year 7	7	-	4	-	5	-
8	10	-	-	-	5	-
9	28	9	16	4	5	6
10	42	9	44	18	22	15
11	7	18	4	23	42	21
12	3	46	28	55	5	52
No secondary education	3	18	4	-	15	6
Numbers	29	11	25	22	54	33

Source: CEP Regional Surveys

Table 5.A9: Percentage distribution of further education, 15 to 24-year-olds, Community Employment Program

	Male		Female		Total	
	Aust	NESB	Aust	NESB	Aust	NESB
Yes	17	36	60	65	37	56
No	83	64	40	35	63	44
Numbers	29	11	25	23	54	34

Source: CEP Regional Surveys

Table 5.A10: Percentage distribution of previous employment, 15 to 24-year-olds, Community Employment Program

	Male		Female		Total	
	Aust	NESB	Aust	NESB	Aust	NESB
Employed	79	36	78	26	79	29
Never employed	21	64	22	74	21	71
Numbers	29	11	23	23	52	34

Source: CEP Regional Surveys

Table 5.A11: Apprenticeship status of various birthplace groups - 1983 General Survey refined sample

	Aust	ESC	NESC	Greek	Ital	Pol	Span spkg	Yugo	Viet	Arab spkg
A: Persons*										
Completed	238	24	65	14	23	3	1	20	0	4
In training	111	5	32	4	14	0	2	6	0	6
Withdrawn	97	5	34	9	12	0	1	8	2	2
TOTAL	446	34	131	27	49	3	4	34	2	12
N	2,595	212	1,076	184	249	11	71	239	127	195
% apprenticed	17	16	12	15	20	27	6	14	2	6
B: Males										
Completed	210	23	61	13	21	3	1	19	0	4
In training	104	5	28	4	11	0	2	6	0	5
Withdrawn	88	4	21	5	9	0	0	3	2	2
TOTAL	402	32	110	22	41	3	3	28	2	11
N	1,269	105	526	84	125	6	35	108	75	93
% apprenticed	32	31	21	26	33	50	9	26	3	12
C: Females										
Completed	27	1	3	1	2	0	0	0	0	0
In training	7	0	4	0	3	0	0	0	0	1
Withdrawn	9	1	13	4	3	0	1	5	0	0
TOTAL	43	2	20	5	8	0	1	5	0	1
N	1324	106	545	99	123	5	36	130	52	100
% apprenticed	3	2	4	5	7	0	3	4	0	1

Source: 1983 General Survey

* 'Persons' includes those not stating sex.

Table 5.A12: New approvals - Skills Training and Special Needs Job-seekers

	Australian-born	Migrants	Migrants with language difficulties	Total
	%	%	%	
GTA				
1980-81	90	10	5	17,324
1981-82	76	24	6	8,406
1982-83	76	24	3	5,182
1983-84	75	25	3	3,353
LATA				
1982-83	64	36	3	928
1983-84	70	30	2	3,201
SID				
1980-81	77	23	1390	
1981-82	88	12	3	1,201
1982-83	89	11	nil	613
1983-84	88	12	nil	426
SNJ				
1980-81	84	16	16	327
1981-82	57	43	31	915
1982-83	60	40	21	1,012
1983-84	52	48	28	2,097
TOTAL				
1980-81	90	10	5	18,041
1981-82	76	24	8	10,534
1982-83	74	26	5	7,735
1983-84	65	35	7	9,577

Source: DEIR

Table 5.A13: Age and birthplace of GTA and LATA participants

Age	GTA				LATA			
	Aust	ESB	NESB	Total	Aust	ESB	NESB	Total
15-24	87	34	18	139	26	15	8	49
25+	98	86	143	327	49	73	64	186
Total Number	185	120	161	466	75	88	72	235

Source: GTA and LATA Mail-out Survey

Table 5.A14: Overseas-born VYP participants

Queensland	8%
South Australia	12%
New South Wales	24%
Western Australia	29%
Victoria	Not available

Source: DEIR Survey, November 1984

Table 5.A15: Participation in CYSS by those unemployed in previous 12 months, June 1983 and June 1984

			Overseas-born					
	Australian-born		ESB		NESB		Total	
	1983	1984	1983	1984	1983	1984	1983	1984
Number unemployed	491	254	62	40	279	377	832	671
CYSS participants:								
Number	24	30	2	4	2	20	28	54
%	5	12	3	10	1	5	3	8

Source: 1983 and 1984 General Surveys

Table 5.A16: Knowledge of and participation in CYSS among unemployed who had been on SYETP

	Australian-born	Overseas-born		Total
		ESB	NESB	
Number unemployed	129	78	60	267
(%) who had heard of CYSS	62	82	57	67
(%) who had participated in CYSS	18	21	13	18

Source: SYETP Mail-out Survey

Table 5.A17: Knowledge of and participation in CYSS by those unemployed 15-24-year-olds who had been on GTA and LATA Schemes

	Australian-born	Overseas-born		Total
		ESB	NESB	
Number unemployed	61	23	12	96
(%) who had heard of CYSS	79	83	50	76
(%) who had participated in CYSS	15	17	8	15

Source: GTA and LATA Mail-out Survey

Table 5.A18: Transition allowance approvals by age, 1983/84

	Age Group										
	15	16	17	18	19	20	21	22	23	24	Total
EPUY	326	935	1,222	1,090	837	593	436	287	243	148	6,117
% of age group	53	42	40	36	35	44	46	42	45	41	40
Pre-vocational	73	292	243	172	106	38	40	15	16	11	1,006
% of age group	12	13	8	6	4	3	4	2	3	3	6.5
Pre-employment	217	976	1,557	1,739	1,435	687	460	367	268	192	7,898
% of age group	35	44	51	57	59	51	48	54	50	53	52
Pre-apprenticeship	4	22	30	20	18	9	3	3	3	0	112
% of age group	1.0	1.0	1.0	1.0	1.0	1.0	0.3	0.4	1.0	0.0	0.7
Other TAFE	0	5	14	21	20	23	18	13	6	13	133
% of age group	0	0.1	0.5	1.0	1.0	2.0	2.0	2.0	1.0	4.0	0.8
Total	620	2,230	3,066	3,042	2,416	1,350	957	685	536	364	15,266
% of all ages	4.1	14.6	20.1	19.9	15.8	8.8	6.3	4.5	3.5	2.4	

Source: 1983/84 NIS Data

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Table 5.A19: Characteristics of transition education students (including EPUY): Victoria 1983

	Australian-born			Migrant ESB			Migrant NESB		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Type of course									
EPUY	47.4	48.4	47.9	43.3	47.5	45.1	35.4	33.8	34.6
Pre-vocational	36.8	36.8	36.8	41.4	45.5	43.2	41.0	49.0	45.1
Special group	13.0	14.0	13.5	9.6	6.4	8.2	22.1	17.2	19.5
Special project	2.8	0.9	1.8	1.9	0.5	1.3	1.5	0	0.8
No. of respondents	679	680	1,359	261	202	463	195	204	399
Prior level of education									
Year 9 or less	39.9	35.8	37.8	33.1	30.2	31.8	28.9	22.4	25.6
Year 10	30.8	30.7	30.8	30.2	30.7	30.4	31.4	25.4	28.4
Year 11	21.6	23.7	22.7	27.4	29.2	28.2	28.9	28.9	28.9
Year 12	6.2	8.0	7.1	6.9	8.4	7.6	8.2	21.4	14.9
Tertiary	1.5	1.8	1.6	2.4	1.5	2.0	2.6	2.0	2.3
No. of respondents	675	674	1,349	248	202	450	194	201	395
Accommodation									
Living at home	77.8	77.3	77.6	84.3	77.5	81.3	85.0	86.3	85.6
Away from home	22.2	22.7	22.4	15.7	22.5	18.7	15.0	13.7	14.4
No. of respondents	676	679	1,355	248	200	448	193	204	397
Other transition courses attended									
None	91.5	88.9	90.2	91.2	91.5	91.4	92.3	92.6	92.5
One or more	8.5	11.1	9.8	8.8	8.5	8.6	7.7	7.4	7.5
No. of respondents	673	677	1,350	251	200	451	194	204	398
Post-school employment:									
Average total period since leaving school (months)	26.8	24.6	25.8	24.9	24.3	24.6	22.4	20.2	21.3
Average total period worked (months)									
Full-time	8.5	6.9	7.7	9.9	6.8	8.7	6.6	4.7	5.7
Part-time	2.3	1.8	2.1	1.3	2.7	2.0	1.6	1.4	1.5
Total	10.8	8.7	9.8	11.2	9.5	10.7	8.2	6.1	7.2

Source: TAFE Transition Education Unit, Victoria

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Table 5.A20: Characteristics of transition education students (including EPUY): South Australia 1982

	Australian and Migrant ESB*(%)			Migrant NESB (%)		
	Male	Female	Total	Male	Female	Total
Type of course						
EPUY			30.8			38.1
Foundation			28.1			17.1
Vocational preparation			15.6			18.8
Pre-vocational			24.7			25.4
No. of respondents	611	636	1,247	93	88	181
Area of Study**						
Trade/technical skills			63.0			55.3
Food and catering			6.1			7.9
Health			4.3			5.3
Business/admin/sales			21.5			23.7
Fashion			2.2			3.9
Geology			2.9			3.9
No. of respondents			489			76
Prior level of education						
Year 9 or less			15.5			14.5
Year 10			30.2			30.1
Year 11			36.5			34.3
Year 12			16.6			21.1
Tertiary			1.2			0
No. of respondents			1,165			166
Accommodation						
Living at home	78.8	74.5	76.6	80.7	83.8	82.2
Away from home	21.2	25.5	23.4	19.3	16.2	17.8
No. of respondents	562	597	1,159	83	80	163
Other transition courses attended						
None			93.2			92.3
One or more			6.8			7.7
No. of respondents			803			104

Source: Department of Technical and Further Education, South Australia

* The wording of the survey qestionnaire did not allow separation of these two categories

** Excludes EPUY and Foundation courses

Table 5.A21: Percentage distribution of transition allowance approvals 1983/84

		Australian-born %			All migrants %			Migrants with language difficulties %			Total Overseas and Australian-born		
		Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total (Number)
EPUY	%	45.3	41.2	86.5	7.8	5.7	13.5	0.6	0.3	0.9	53.1	46.9	6,100
Pre-vocational Pre-apprenticeship Pre-employment	%	44.3	40.4	84.7	7.6	7.7	15.3	0.6	0.6	1.2	51.9	48.1	8,970
Other TAFE	%	47.0	27.6	74.6	12.7	12.7	25.4	0.0	0.8	0.8	59.7	40.3	134
Experimental training projects	%	48.0	42.8	90.8	5.1	4.1	9.2	0.0	0.3	0.3	53.1	46.9	369
Total	%	44.8	40.7	85.5	7.7	6.8	14.5	0.6	0.5	1.1	52.5	47.5	15,573

Source: DEIR, NIS Data

Table 5.A22: Potential migrant participants interviewed for EPUY Program

	Average no. of potential participants interviewed per EPUY program	Average no. of actual participants accepted per program	Overseas-born ESB interviewed %	Overseas-born NESB interviewed %	Refugees interviewed %
ACT	89.0	72.0[1]	-	-	7.9
NSW	21.7	15.7	4.2	8.3	0.6
NT	-	-	-	-	-
Qld	25.4	18.0	12.8	3.3	0.1
SA	102.5	29.2	15.3	5.8	0.8
Tas	39.5	21.0	4.0	1.7	-
Vic	54.3	22.3	2.1	2.9	0.8
WA	24.0	18.0	4.3	3.3	27.2
All States	40.4	19.6	6.5	4.2	1.8

Source: AIMA 1984 EPUY Study

Notes: In 1984 the average EPUY program ranged between 15 and 13 students. The ACT program shows 72 students because it employs a rolling enrolment system. While 15-30 participants are present at any one time, a total of 72 would have passed through the program during the half-year period.

Table 5.A23: Living allowance students, TAFE Advanced English Program, 1983/84

Age	Male	Female	Total	%
Under 18-20	88	49	137	13.6
21-25	134	62	196	19.4
Total youth	222	111	333	33.0
26+	551	124	675	67.0
All age groups	773	235	1,008	100.0
Unknown	1	1	2	

Source: DEYA, unpublished

Table 5.A24: Major language backgrounds of living allowance students, TAFE Advanced English Program, 1983/84

	Number of respondents	Percentage
Vietnamese	296	29.3
Polish	237	23.5
Kampuchean	79	7.8
Spanish	58	5.7
German	53	5.2
Chinese	42	4.2
Other languages	245	24.3
Total students	1,010	100.0

Source: DEYA, unpublished

Table 5.A25: NSW TAFE Advanced English Program, 1982: period of residence of students

Period of residence	Number of respondents	Percentage
5 years or less	930	61.1
6-10 years	205	13.5
11-15 years	135	8.9
16 years+	93	6.1
Not stated	159	10.4
Total respondents	1,522	100.0

Source: Caldwell, Woodhouse, Kerr, Multiculturalism: TAFE's response, NSW Department of TAFE

Table 5.A26: NSW TAFE, Advanced English Program, 1983: students' first language

Language	Number of respondents	Percentage
Spanish	210	13.7
Chinese	189	12.4
Vietnamese	173	11.3
Arabic	104	6.8
Polish	77	5.0
Khmer	72	5.0
Greek	57	3.7
German	51	3.4
Cantonese	50	3.3
Indonesian	50	3.3
Italian	50	3.3
Other/not stated	439	28.8
Total	1,522	100.0

Source: Caldwell, Woodhouse, Kerr, Multiculturalism: TAFE's response, NSW Department of TAFE

Table 5.A27: NSW TAFE, Advanced English Program 1983: students' level of education

Level of Education	Number of respondents	Percentage
Primary	195	12.8
Junior secondary 9-10	234	15.4
Senior secondary 11-12	453	29.8
Technical skills	114	7.5
University	200	13.1
Post-graduate	15	1.0
Other tertiary	150	9.9
Not stated	161	10.6
Total	1,522	100.0

Source: Caldwell, Woodhouse, Kerr, Multiculturalism: TAFE's response, NSW Department of TAFE

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Table 6.A1: Current employment status of those who left SYETP as a percentage (June 1984)

	Standard					Extended					Commonwealth/state				
	Emp.	Unemp.	FT study	Other NLF	No. of people	Emp.	Unemp.	FT Study	Other NLF	No. of people	Emp.	Unemp.	FT Study	Other NLF	No. of people
By Completion															
Prior to 17 wks	35	59	2	4	135	37*	58*	3*	2*	60*	57	29	14	-	7
17 Wks and after	35	57	5	2	153	-	-	-	-	-	40	53	-	6	30
Prior to 34 wks	-	-	-	-	-	39	57	3	2	113	-	-	-	-	-
34 Wks and after	-	-	-	-	-	23	78	-	-	18	-	-	-	-	-
Total	36	57	4	3	299	37	60	2	1	145	43	49	3	5	37
By Sex															
Male	33	60	3	4	141	42	54	3	1	72	24	71	-	6	17
Female	38	54	6	2	160	33	63	3	1	78	60	30	5	5	20
Total	36	57	4	3	301	37	59	3	1	150	43	49	5	3	37
By Birthplace															
Australia	33	56	7	4	140	38	59	2	1	82	29	53	12	6	17
ESB	41	58	-	1	90	35	63	-	3	40	44	56	-	-	9
NESB	34	61	4	1	71	41	52	7	-	29	58	42	-	-	12
Total	36	58	4	3	301	38	58	3	1	151	42	50	5	3	38

Source: Mail-out Survey of SYETP participants.

* These figures are included in employment status for those who left prior to 38 weeks.

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Table 6.A2: Percentage distribution of major reasons why unable to find work, 15-24-year-olds*

						15 to 24-year-olds
	Male		Female		Total	
	Aust	NESB	Aust	NESB	Aust	NESB
Language difficulties	-	27	4	22	2	24
Racial difficulties	3	27	-	13	2	18
No vacancies	59	55	52	52	56	53
Lacked skills/educ	38	55	44	48	41	50
Insufficient work exp	55	73	60	78	57	77
Too young	21	18	20	22	20	21
Too old	17	9	60	26	37	21
Travel/transport	28	18	24	22	26	21
Numbers	29	11	25	23	54	34

Source: CEP Regional Surveys
* Respondents answered 'Yes/No' to each category.

Table 6.A3: Percentage distribution of expectations of CEP job benefits for 15-24-year-olds*

						15 to 24-year-olds
	Male		Female		Total	
	Aust-born	NESB migrants	Aust-born	NESB migrants	Aust-born	NESB migrants
Financial	28	27	16	22	22	24
Work experience	83	73	76	96	80	88
Permanent employment	24	18	20	9	22	12
Training	35	27	40	35	37	32
Improve English	-	9	-	9	-	9
Confidence	3	-	24	4	13	3
Satisfaction	10	9	4	17	7	15
Meeting people	3	-	12	17	7	12
Other	10	9	16	13	13	12
Nothing	-	-	-	-	-	-
Numbers	29	11	25	23	54	34

Source: CEP Regional Surveys
* Respondents gave up to three answers.

Table 6.A4: Percentage distribution of most important perceived benefits of CEP*, 15-24-year-olds

	15-24 year-olds					
	Male		Female		Total	
	Aust-born	NESB migrants	Aust-born	NESB migrants	Aust-born	NESB migrants
Work experience	38	46	48	68	43	61
Skills	24	18	56	36	39	30
Meeting people	24	27	20	27	22	27
Confidence	10	18	32	32	20	27
Financial	38	36	28	9	33	18
Psychological	52	36	32	18	43	24
Future employment	3	-	4	-	4	-
Community involvement	-	-	-	-	-	-
Improved English	-	-	-	9	-	6
Other	10	18	-	5	6	9
No benefit	3	-	-	-	2	-
Number	29	11	25	22	54	33

Source: CEP Regional Surveys

* Respondents gave up to three answers.

Table 6.A5: Percentage distribution of chance of finding work: perceived as better or same as before employed on CEP, 15-24-year-olds

	15-24 year-olds					
	Male		Female		Total	
	Aust-born	NESB migrants	Aust-born	NESB migrants	Aust-born	NESB migrants
Better	82	91	71	90	77	90
About the same	15	9	24	10	19	10
Worse	4	-	5	-	4	-
Numbers	27	11	21	19	48	30

Source: CEP Regional Surveys

Table 6.A6: Percentage distribution of current employment status of GTA participants who left their course of training after completion

	Male				Female				Persons			
	Australia	ESB	NESB	Total	Australia	ESB	NESB	Total	Australia	ESB	NESB	Total
	%	%	%	%	%	%	%	%	%	%	%	%
Employed	59	44	36	46	67	41	50	56	62	43	39	50
Job hunting	38	48	60	49	29	55	43	40	34	51	56	46
Other NLF	2	2	3	2	4	3	0	3	3	3	3	3
Full-time study	2	6	2	3	0	0	7	1	1	4	3	2
Numbers	61	48	64	173	45	29	14	88	106	77	78	261

Source: GTA and LATA Mail-out Survey

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Table 6.A7: Provision for work experience in Australian schools - Years 9-12 (% of respondent schools)

	Year 9[1]	Year 10	Year 11	Year 12
Nil	79	9	43	70
One week per year	9	35	18	7
One session of two weeks per year	1	33	13	6
Two sessions of one week per year	-	12	8	4
Two sessions of two weeks per year	-	2	3	1
Other (e.g. individual request)	11	8	15	12

Source: Schools Careers Education Survey

Notes: Victorian and New South Wales schools are somewhat more likely than schools in other States to offer work experience at Year 9, often at the end of the school year and organised by the student.

Table 6.A8: Percentage of participants achieving mastery.

	Mathematics test	Reading comprehension	Writing a message	Writing a formal letter
1983 EPUY group	46	35	42	51
1980 EPUY group	53	63	58	56

Sources: EPUY Survey, and Hubbert (1980)

Table 6.A9: Inherent weaknesses of EPUY (frequency of mention by all staff)

	ACT	NSW	QLD	SA	TAS	VIC	WA	All states
Program length (too short) fixed	1	19	15	19	12	24	16	106
Does not lead on to anything, better job, career	0	34	19	8	7	20	15	103
Non-permanent funding	6	7	13	23	11	29	10	94
EPUY Guidelines	0	13	16	0	3	19	1	52
Lack of facilities	1	5	12	10	2	15	5	51
Program does not reach enough/right people	1	11	6	4	3	6	2	33
Dependence of participants	0	2	4	3	0	0	2	11
No meaningful work experience in program	0	3	2	2	0	1	0	8

Source: EPUY Survey

Table: 6.A10: Transition Education Projects 1980-1983

Target Population	Number of projects 1980	1981	1982	1983	Percentage distribution of projects 1980	1981	1982	1983	Expenditure as percentage of total 1980	1981	1982	1983
Not stated	169	274	243	339	59	67	63	64	76	84	78	54
Migrants	1	3	-	7	0	1	-	1	0	0	-	0
Low achieving students	15	41	39	47	5	10	10	9	6	1	1	19
Girls	6	25	23	36	2	6	6	7	0	1	3	3
Other disadvantaged groups (e.g. physically handicapped, isolated rural)	39	27	41	48	14	7	11	9	6	3	8	11
Other students (eg. primary, high achievers)	2	1	5	2	1	0	1	0	0	0	0	2
Professional staff (e.g. course co-ordinators)	42	38	30	50	15	9	8	9	11	10	8	10
Teacher/parent and/or teacher/employer liaison	11	1	7	5	4	0	2	1	2	0	2	1
Total	285	407	388	534	99	100	100	100	100	100	100	100

Source: Based on Analysis of Project Outlines, DEYA

Note: Projects listing migrants as the target population are shown in the table as 'Migrant' though other targets may have been given as well (eg. 'migrant girls'). Broader projects of an umbrella kind, and shown as having unstated target popluations, may have components targetted specifically at migrants.

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Australian Capital Territory

Australian Croatian Club Ltd
Australian Yugoslav Social and Cultural Club
Council of Polish Organisations in the ACT
Council of Small Business Organisations of Australia
Ethnic Communities' Council of the ACT Inc.
Indo-China Refugee Association (ACT) Inc.
Islamic Society of the ACT
Macedonian Orthodox and Cultural Education Centre
Migrant Resource Centre of Canberra and Queanbeyan
Office of the Status of Women
Women's Electoral Lobby
Workers with Youth Network

New South Wales

Administrative and Clerical Officers' Association (NSW Branch)
Association of Ethnic Chinese from Indo-China in Australia
Assyrian-Australian Association
Australian Chinese Community Association of NSW
Australian Council of Social Service Inc.
Australian Federation of Islamic Councils
Australian German Welfare Society
Australian Lebanese Welfare Group
Australian Mauritian Association
Australian Turkish Child Care Co-operative Society Ltd
Careforce - Anglican Home Mission Society
Careforce - Anglican Home Mission Society (Wollongong)
Central Council of Croatian Associations in Australia
Clothing and Allied Trades Union of Australia
Comitato Assistenza Italiani/Italian Welfare Centre
Comitato Assistenza Italiani/Italian Welfare Centre (Wollongong)
Copihues Rojos - Chilean Social and Cultural Club
Council of Social Service of NSW
Council of Vietnamese Associations in NSW
Cringila Community Co-operative Ltd
Cyprus Community in NSW
Cyprus Hellenic Club Ltd
Die Brücke (The Bridge)
Ethnic Affairs Commission of NSW
Ethnic Communities' Council of Newcastle and Hunter Region
Ethnic Communities' Council of NSW
Ethnic Youth Issues Network
Fairfield Community Resource Centre
Federated Ironworkers Association of Australia

New South Wales (contd)

Federated Miscellaneous Workers Union of Australia (NSW Branch)
Federation of Ethnic Communities' Councils of Australia Inc.
Greek Orthodox Community of NSW Ltd
Greek Welfare Centre
Illawarra Corporation for Redevelopment and Employment
Illawarra Ethnic Council
Indo-China Refugee Association (NSW)
Inter-Church Trade and Industry Mission (NSW) Ltd
Islamic Society of Wollongong
Italian Federation of Emigrant Workers and their Families (FILEF)
Khmer Community of NSW
Labour Council of NSW
Lao Community Advancement (NSW) Co-operative Ltd
Liverpool Migrant Resource Centre Ltd
Macedonian Welfare Association
Maltese Community Council of NSW
Maronite Archdiocese of Australia
Marrickville Community Information Centre
Migrant Resource Centre Illawarra
Migrant Resource Centre Newcastle and Hunter Districts
Migrant Resource Centre St. George
Migrant Women Speak Out
Multicultural Resource Centre Botany
NSW Spanish and Latin American Association for Social Assistance
NSW Spanish Migrant Co-ordinating Committee
Polish Welfare and Information Bureau in NSW
Portuguese Welfare Centre/Portuguese-Australian Co-operative
Queanbeyan Multicultural Information Centre
Republic of Vietnam Ex-Forces Association in NSW
Society of Tripoli and Meena
South Sydney Community Aid Co-operative
St Vincent de Paul Society, NSW Council
Turkish Welfare Association
Uniting Church (NSW) Board for Social Responsibility
Vietnamese Community in Australia (NSW Chapter)
Vietnamese Education and Cultural Council
Womens' Employment Action Centre
Yugoslav-Australian Association - Information and Welfare Centre

Northern Territory

Migrant Resource and Settlement Centre of NT Inc.

Queensland

Brisbane Migrant Resource Centre
Brisbane Youth Service
Croatian Australian Association "Hrvatski Dom"
East Brisbane Community Centre

Queensland (contd)

Ethnic Communities' Council of Queensland
Finnish Club of Brisbane
Greek Orthodox Community of St. George
Hispanic Cultural Association "Miguel Cervantes"
Indo-China Refugee Association (Queensland)
Italian Welfare Committee
Italo-Australian Centre
Kampuchean Association of Queensland
Polonia, Polish Association of Queensland
Queensland Council of Social Service
Vietnamese Community in Australia (Queensland Chapter)
Youth Advocacy Centre
Yugoslav Australian Centre, "Unity"

South Australia

Association of Ukrainians in SA Inc.
Associazione Nazionale Famiglie Degli Emigrati Inc.
Bedford Industries Rehabilitation Association Inc.
Catholic Family Welfare Bureau
Commission for Equal Opportunity
Croatian Club (Adelaide) Inc.
Ethnic Communities' Council of SA Inc.
Federation of Polish Organisations in SA Inc.
Free Serbian Orthodox Community of SA Inc.
Greek Orthodox Archdiocese of Australia (District of SA)
Greek Orthodox Community of SA Inc.
Greek Welfare Centre
Handicapped Employment Training Assistance Unit
Indo-Chinese Australian Women's Association Inc.
Italian Australian Welfare Workers' Association of SA
Italian Co-ordinating Committee Inc.
Italian Cultural Club, Whyalla
Italian Federation of Emigrant Workers and their Families (FILEF)
Latin American Centre Whyalla Inc.
Maltese Guild of Australia SA Inc.
Migrant Resource Centre of South Australia
Port Adelaide Central Mission Inc.
SA Committee on Discrimination in Employment and Occupation
Salvation Army (South Australia)
Serbian Orthodox Church and School Community of St. Sava
Service to Youth Council Incorporated
South Australian Council of Social Service Inc.
South Australian Ethnic Affairs Commission
Spanish Latin America Community, Whyalla
The Australian-Yugoslav Association for Humanitarian, Cultural and Sporting Activities. Jedinstvo - The Unity
The United Trades and Labour Council of SA
United Ethnic Communities of SA Inc.
Vietnamese Community in Australia (SA Chapter)
Vietnamese Association, Whyalla

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South Australia (contd)

Whyalla Counselling Service Inc.
Whyalla Polish Club Inc.
Women's Emergency Shelter Inc.
Women's Information Switchboard.
Youth Affairs Council of SA Inc.

Tasmania

Australian Croatian Club
Centacare, Catholic Family Welfare Bureau
Child and Family Service, Uniting Church in Australia
Dutch Australian Society "Abel Tasman"
Ethnic Communities' Council of Tasmania
German-Australian Association in Tasmania
Good Neighbour Council of Tasmania
Greek Orthodox Church and Society of St George (Hobart)
Italian Catholic Federation
Italian Cultural and Welfare Association Inc.
Migrant Resource Centre, Northern Tasmania (Launceston)
Migrant Resource Centre, Southern Tasmania
Polish Association of Hobart
Task Force Action for Migrant Women
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Tasmanian Council of Social Service
Tasmanian Trades and Labour Council
Vietnamese Community of Australia (Tasmanian Chapter)

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Association of Ukrainians in Victoria
Associazione Conca D'Oro Geelong
Australian Arab Association
Australian Arab Women's Association
Australian Greek Welfare Society
Australian Jewish Welfare and Relief Society
Australian Lebanese Association of Victoria
Australian Turkish Association
Australian Vietnamese Women's Association for Mutual Assistance
Australian Yugoslav Welfare Society
Chilean Club of Victoria
Confederation of Australian Industry
Coptic Orthodox Patriarchate
Croatian Association of Geelong
Croatian Community Welfare Association of Victoria
Cyprian Community of Melbourne and Victoria
Ecumenical Migration Centre
Ethnic Care Force
Ethnic Communities' Council of Victoria
Filipino Community Welfare Services

Victoria (contd)

Geelong Ethnic Communities' Council
Greek Orthodox Community of Melbourne and Victoria
Hogar Espanol
Indo-China Ethnic Chinese Association (Vic)
Indo-China Refugee Association of Victoria
Islamic Council of Victoria
Italian Assistance Association (Co.As.It.)
Italian Catholic Federation
Italian Federation of Emigrant Workers and their Families (FILEF)
Lao Patthin Association in Victoria
Macedonian Community Centre
Macedonian Orthodox Community Centre of St John (Geelong)
Maltese Community Council of Victoria
Migrant Resource Centre Altona
Migrant Resource Centre Footscray
Migrant Resource Centre Geelong
Migrant Resource Centre Melbourne
Migrant Resource Centre Prahran
Migrant Resource Centre Preston/Reservoir
Polish Community Association in Geelong
Portuguese Association of Victoria Ltd
Spanish Latin American Welfare Committee
Springvale Community Aid and Advice Bureau
St Albans Ethnic Communities' Consultative Council
St George Macedonian Orthodox Community
Timorese Association of Australia
Trade Union Unemployed Workers' Centre
Turkish Women's Association of Victoria
Unemployed Workers' Union
Union of Australian-Turkish Workers
Victorian Arabic-Speaking Community Workers' Network
Victorian Association of Ethnic Broadcasters, Co-ordinators and Telecasters
Victorian Ethnic Affairs Commission
Victorian Mauritian Association
Victorian Trades Hall Council
Vietnamese Community in Australia (Victorian Chapter)
Western Region Co-operative Limited, Committee on Community Relations
Women in Industry - Contraception and Health
YWCA Ethnic Arts Project
Youth Affairs Council of Australia
Youth Affairs Council of Victoria

Western Australia

Anglican Health & Welfare Service
Ethnic Communities' Council of WA Inc.
Fremantle Migrant Resource Centre
Greek Orthodox Community of WA Inc.
Hellenic Community of WA Inc.
Jesus People Incorporated
Latin American Association Inc WA

Western Australia (contd)

Macedonian Community of WA Inc.
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